

EXTENSIONS OF REMARKS

CONGRESSIONAL REFORM: A BACKGROUND SERIES—II, III, IV

HON. THOMAS M. REES

OF CALIFORNIA

IN THE HOUSE OF REPRESENTATIVES

Tuesday, November 25, 1969

Mr. REES. Mr. Speaker, the Special Subcommittee on Congressional Reorganization of the Committee on Rules has now completed its draft bill on congressional reorganization. Because of many requests by Members interested in congressional reform, and in order to be of help to these Members, I am inserting into the RECORD three items of background information: First, the final report of the first Special Committee on the Organization of Congress, dated March 5, 1946, which accompanied S. 2177, the Legislative Reorganization Act of 1946; second, the Legislative Reorganization Act of 1946; and third, a report by Dr. George B. Galloway during the 1951 hearings on the Evaluation of the Effects of Laws Enacted To Reorganize the Legislative Branch of the Government.

The special subcommittee headed by the Honorable B. F. SISK has held 5 days of public hearings on their preprint of the reform bill and has scheduled 3 more days of hearings for December 3, 4, and 5. In the near future this draft will be recommended to the full Rules Committee, which I hope will report it to the House for action in January of 1970. It is for this reason that I feel that the following information, along with other material to be inserted into the RECORD by my colleague from New Hampshire (Mr. CLEVELAND), will be especially useful to Members of the House:

CALENDAR NO. 1427: LEGISLATIVE REORGANIZATION ACT OF 1946

The Special Committee on the Organization of Congress, to whom was referred the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, having considered the same, report favorably thereon with amendments and recommend that the bill, as amended, do pass.

The most important amendment made by the special committee was to eliminate from the bill Title VII—Self-Government for the District of Columbia. The Committee on the Judiciary has favorably reported a bill, S. 1942, to incorporate the Federal City Charter Commission. Title VII of S. 2177 and S. 1942 are similar measures, having the same objective of home rule for the District of Columbia. Attainment of this desirable objective will be expedited, we believe, by the enactment of S. 1942.

GENERAL STATEMENT

S. 2177 incorporates the recommendations contained in the report of the Joint Committee on the Organization of Congress Report No. 1011 of March 4, 1946. This report was based upon a year's full and complete study of the organization and operation of the Congress of the United States. Its almost unanimous findings and recommendations reflect a consensus of opinion among Members of Congress, political scientists, efficiency engineers, and students of government concerning the conditions that handicap Congress

in the performance of its proper functions and suitable remedies.

Since 1941 a series of independent surveys of the machinery and methods of our National Legislature have been made by public and private organizations. These surveys, including that by the Joint Committee on the Organization of Congress, have reached substantially the same conclusions as to the defects in our legislative structure and operation and as to appropriate correctives. They are agreed that Congress today is neither organized nor equipped to perform adequately its main functions of determining policy, authorizing administrative organizations to carry out policy, and supervising execution of the resultant programs.

Devised to handle the simpler tasks of an earlier day, our legislative machinery and procedures are by common consent no longer competent to cope satisfactorily with the grave and complex problems of the post-war world. They must be modernized if we are to avoid an imminent break-down of the legislative branch of the National Government.

Determining policy

Cited as the Legislative Reorganization Act of 1946, S. 2177 is designed to reconvert our inherited and outmoded congressional machinery to the needs of today. One group of provisions deals with strengthening the policy determining function of Congress. Because of the volume and specialized character of the legislative business, Congress has logically delegated the initial work of policy making to standing committees of its Members. These committees have had a long and useful history, some of them dating back to the early days of the Republic. There have been several major and minor reorganizations of the congressional committee system through the years, as new problems have arisen and old ones have disappeared. The system has not been revamped to meet modern needs and conditions, however, since 1921. It is now in need of a complete over-

haul to enable Congress to handle efficiently the expanding problems of the postwar world.

Today there are more than twice as many standing committees in the Senate as there are principal provinces of public policy. Responsibility for legislative action is scattered among 33 little legislatures which go their own way at their own pace and cannot act in concert. There jurisdictions are undefined in the Senate rules, and there are many committees functioning in the same problem areas. For example, three Senate committees deal with problems of commerce and industry, five deal with public land problems, and six with the rules and administration of the Senate. Furthermore, some committees are inactive and seldom or never meet.

To remedy this crazy-quilt pattern, S. 2177 would replace our jerry-built committee structure with a simplified system of standing committees corresponding with the major areas of public policy and administration and having authority to hold joint hearings with the parallel committees of the House of Representatives on matters of common interest. The correlation of the committee systems of the two Chambers with each other would facilitate joint action on specific measures by means of joint hearings.

It would also increase the efficiency of the committee structure, facilitate closer liaison between the two Houses, and economize the time of busy legislators and administrators alike. And the coordination of the congressional committee system with the pattern of the administrative branch of the National Government would improve the performance by Congress of its legislative and supervisory functions, provide direct channels of communication and cooperation between the two branches, promote more harmonious and unified action in the development of public policies, and go a long way to bridge the gap between the legislative and executive branches of the Government.

CONSOLIDATION OF SENATE STANDING COMMITTEES

Existing committees	Reorganized committees
1. Agriculture and Forestry.....	1. Agriculture and Forestry.
2. Appropriations.....	2. Appropriations.
3. Military Affairs.....	3. Armed Services.
4. Naval Affairs.....	4. Banking and Currency.
5. Banking and Currency.....	5. Civil Service.
6. Civil Service.....	6. District of Columbia.
7. Post Offices and Post Roads.....	7. Expenditures in Executive Departments
8. District of Columbia.....	8. Finance.
9. Expenditures in the Executive Departments.....	9. Foreign Relations.
10. Finance.....	
11. Foreign Relations.....	10. Interstate and Foreign Commerce.
12. Interstate Commerce.....	
13. Commerce.....	11. Judiciary.
14. Inter-oceanic Canals.....	12. Labor and Public Welfare.
15. Manufactures.....	
16. Judiciary.....	13. Public Lands.
17. Patents.....	
18. Immigration.....	14. Public Works.
19. Education and Labor.....	
20. Public Lands and Surveys.....	15. Rules and Administration.
21. Mines and Mining.....	
22. Territories and Insular Affairs.....	
23. Irrigation and Reclamation.....	
24. Indian Affairs.....	16. Veterans' Affairs.
25. Public Buildings and Grounds.....	(Abolished.)
26. Rules.....	
27. Audit and Control.....	
28. Library.....	
29. Privileges and Elections.....	
30. Printing.....	
31. Enrolled Bills.....	
32. Pensions.....	
33. Claims.....	

Moreover, the burden of committee work is especially onerous in the Senate. At present the combined membership of all the standing committees in the upper House is 481 and of the 11 major committees is 220. In addition, there are 10 special committees of

the Senate, with a total membership of 87. Altogether, the 96 Senators of the Seventy-ninth Congress occupy 568 seats on its standing and special committees, an average of 6 seats per Senator. Nor are there any exclusive committees in the Senate as there are in the

House, the members of which serve on no other committees. Today no Senator serves on less than 3 committees; and one sits on 10 committees, not counting the service on subcommittees, of which there are 67 in the Senate. In short, the committee work load of United States Senators today is too heavy to bear. Many Senators have so many committee assignments that they find it impossible to attend their meetings because of conflicts and are present by proxy or not at all. Under S. 2177 Senators would serve on two standing committees each and no more, with the exception of the District and Expenditures Committees, whose members would serve on three committees each.

S. 2177 would also define the jurisdiction of each reorganized committee so as to avoid jurisdictional disputes between them. It would expand the present meager staff facilities of our standing committees, which are the real workshops of Congress; permit each committee to appoint four experts in its field; and strengthen the legislative reference and bill-drafting services which are our own unbiased research and legal arms. The bill would also authorize each senatorial and congressional office to employ a high-caliber administrative assistant to perform non-legislative duties and thus allow Members more time for the study and consideration of national legislation.

As further steps toward improving the policy-determining machinery of Congress, S. 2177 would regularize committee procedure as regards hearings, meetings, and records. It would expedite the reporting and clarify the understanding of bills. Committee powers are defined, and permission to sit while the Senate is in session is restricted. The bill would also confine conference committees to the consideration of matters in disagreement between the two Houses and outlaw legislative riders on appropriation bills.

With a view to crystallizing the determination of party policy on major issues, and to strengthen party government as an offset to organized group pressures, S. 2177 provides for the establishment of majority and minority policy committees in each House. Each of these four committees would be composed of seven members appointed in its entirety at the opening of each New Congress. The majority and minority policy committees in both Houses would be appointed by their respective majority and minority conferences. There is no unity of command in Congress today. Responsibility for the development and coordination of legislative policy is scattered among the chairmen of 81 standing committees, who compete for jurisdiction and power. As a result, policy making is splintered and uncoordinated. The proposed policy committees would formulate over-all legislative policy of the respective parties and strengthen party leadership. They would also help to promote party responsibility and accountability for the performance of platform promises.

In order to facilitate the formulation and carrying out of national policy, and to promote better teamwork between the executive and legislative branches of the Government, the bill further provides for the creation of a Joint Legislative-Executive Council. This Council would be composed of the majority policy committees in Congress and of the President and his Cabinet. It would seek to bridge the gap between the two branches created by our inherited system of separated powers and to avoid those periodic deadlocks between Congress and the President which have hitherto caused dangerous crises in the conduct of the Federal Government.

In the last analysis, Congress is the center of political gravity under our form of government because it reflects and expresses the popular will in the making of national policy. Too often, however, the true attitude of public opinion is distorted and obscured by the

pressures of special-interest groups. Beset by swarms of lobbyists seeking to protect this or that small segment of the economy or to advance this or that narrow interest, legislators find it difficult to discover the real majority will and to legislate in the public interest. As Government control of economic life and its use as an instrument of popular welfare have increased, the activities of these powerful groups have multiplied. As the law-making, money-raising, and appropriating agency in the Federal Government, the acts of Congress affect the vital interests of these organized groups, many of which maintain legislative agents on or near Capitol Hill. These agents seek to transform the aims and programs of their groups into public policy by having them embodied in general legislation, by changing the tax laws to suit their own purposes, by using their influence to reduce or eliminate the appropriations for agencies they dislike and to increase the appropriations of agencies they favor, and by pressing for the ratification or rejection of treaties, Presidential nominations, and constitutional amendments. A pressure-group economy gives rise to government by whirlpools of special-interest groups in which the national welfare is often neglected. The pulling and hauling of powerful pressure groups create delays and distortions which imperil national safety in wartime and threaten paralysis and bankruptcy in time of peace. The public welfare suffers in the warfare of private groups and Congress becomes an arena for the rationalization of group and class interests.

Without impairing in any way the right of petition or freedom of expression, S. 2177 provides for the registration of organized groups and their agents who seek to influence legislation. It also requires them to file detailed quarterly accounts of their receipts and expenditures. Full information regarding the membership, source of contributions, and expenditures of organized groups would prove hopeful to Congress in evaluating their representations and weighing their worth. Publicity is a mild step forward in protecting government under pressure and in promoting the democratization of pressure groups.

Improved fiscal procedures

A second set of provisions in S. 2177 is designed to strengthen Congress in the performance of its appropriating function for the administrative establishment. Hitherto the efforts of Congress to compel compliance with the laws making specific appropriations have been too often frustrated. Congress has permitted transfers between appropriations, authorized the unlimited use of departmental receipts, and set up credit corporations with separate budgets. The executive has mingled appropriations, brought forward and backward unexpended and anticipated balances, incurred coercive deficiencies, and otherwise escaped the rigors of congressional control.

To correct these conditions, at least in part, S. 2177 provides for several improvements in the legislative phase of the budget process. It would provide for open hearings on appropriation bills and require all such bills to be fully and carefully considered by the entire Appropriations Committees of both Houses. It would allow members time to study the committee hearings and reports on appropriation bills before their floor consideration. It would provide each appropriation subcommittee with a staff of four qualified specialists in its particular expenditure province with a view to making a more thorough scrutiny of departmental estimates and to serve both the majority and minority members. The bill would also forbid the reappropriation of unobligated balances except for continuing public works, which were estimated at 12.3 billion dollars for the fiscal year 1946; prevent transfers between appropriations; and take steps toward limiting

permanent appropriations which amounted to 5.6 billion dollars in the fiscal year 1946.

Although Congress is charged by the Constitution with the power of the purse, there now is no correlation between income and outgo. Control of the spending power is divided between the Senate and the House of Representatives, and within each House between its revenue and appropriating committees. Taxes are levied and appropriations made by many separate committees. The right hand does not know what the left hand is doing.

To strengthen fiscal control, S. 2177 provides for the adoption of annual Federal budget totals by joint action of the revenue and appropriating committees of both Houses. If total expenditures recommended by the appropriating committees for the coming fiscal year exceed total Federal income as estimated by the revenue-raising committees, Congress would be required by record vote to authorize creation of additional Federal debt in the amount of the excess. And if it appears midway through the fiscal year that total appropriations are going to exceed the total approved budget figure, the President shall by proclamation reduce them by a uniform percentage (except for certain fixed charges), so as to bring total expenditures within the limit previously set. These limitations would not apply, however, during a wartime emergency.

Oversight of administrative performance

A third group of provisions in the bill is designed to strengthen congressional surveillance of the execution of the laws by the executive branch. Congress has long lacked adequate facilities for the continuous inspection and review of administrative performance. We often delegate the rule-making power to administrative departments and commissions, without making any provision for follow-up to see if administrative rules and regulations are in accord with the intent of the law. Several of the postwar acts, for example, require certain agencies to submit quarterly reports to Congress, but assign the responsibility for scrutinizing these reports to no legislative committees.

To remedy this situation, S. 2177 would authorize the standing committees of both Houses to exercise continuous surveillance of the execution of the laws by the administrative agencies within their jurisdiction. Armed with the power of subpoena and staffed with qualified specialists in their respective provinces of public affairs, these committees would conduct a continuous review of the activities of the agencies administering laws originally reported by the legislative committees. The reconstructed standing committees will, it is hoped, roughly parallel the reorganized administrative structure of the executive branch of the Government and will be utilized as vehicles of consultation and collaboration between Congress and the corresponding administrative agencies within their respective jurisdictions.

Under this arrangement, it will no longer be necessary to create special committees of investigation from time to time. Sporadic investigations of the conduct of public affairs in the past have often served a salutary purpose by exposing administrative incompetence or corruption and by improving the execution of the laws. But they have lacked continuity and have not provided the members of standing committees with direct knowledge of the information they have gathered. In cases where legislative action is indicated, standing committees find it necessary to do much of the work over again. S. 2177 proposes, therefore, to ban the use of special committees hereafter.

As a further check upon the financial operations of the Government and its care in handling public funds, the bill authorizes and directs the Comptroller General to make administrative management analyses of each

agency in the executive branch, including Government corporations. Such analyses, with those made by the Bureau of the Budget, will furnish Congress a double check upon the economy and efficiency of administrative management. Reports on such analyses would be submitted by the Comptroller General to the Expenditures, Appropriations, and appropriate legislative committees, and to the majority and minority policy committees, of the two Houses.

Saving congressional time

Congress is overburdened by many local and private matters which divert its attention from national policy making and which it ought not to have to consider. It functions as a common council for the District of Columbia. It serves as a tribunal for the settlement of private claims. It spends much time on pension bills, the construction of bridges over navigable waters, and other private and local matters. S. 2177 bans the introduction in either House of private claims and pension bills, bridge bills, and other local and private legislation. Title IV provides for the administrative and judicial adjustment of tort claims against the United States which Congress is poorly equipped to settle. Title V grants the consent of Congress to the construction of bridges over navigable waters, subject to the approval of the Chief of Engineers and the Secretary of War. Self-government for the District of Columbia—a reform long overdue and a step toward reducing the legislative work load—is separately provided for in legislation introduced by Senator McCarran and pending on the Senate Calendar.

Congressmen are also handicapped by a host of routine chores for constituents which they are glad to perform, but which leave them little time for the adequate study of national legislative problems. From one-half to three-fourths of the time of the average Member is consumed with running errands and knocking on departmental doors on behalf of constituents. S. 2177 authorizes each Senator and Representative to employ a well-qualified administrative assistant to aid in receiving callers and handling departmental business. The bill also provides for the creation of a stenographic pool to help congressional offices with their mail during busy seasons. These provisions will enable Members to make more efficient use of their time, making for a better balance between national and local, public and private business.

S. 2177 also proposes an experimental modification of the present meeting schedules by staggering committee meetings and Chamber sessions on alternate days. This arrangement will make for closer concentration on committee work, on the one hand, and for fuller attendance on the floor, on the other. Nor would Senate committees be permitted to meet during the sitting of the Senate, without special leave.

These time- and labor-saving devices will not only make for a more efficient use of congressional time. They will also enable the Congress, which has been in almost continuous session since 1940, to take a regular annual recess. S. 2177 provides that, except in time of war or national emergency, the two Houses shall stand adjourned during July, August, and September each year, reconvening on the second Tuesday in October. Such a regular recess at definite annual intervals will insure the return of Members to their constituencies for that refreshment of contact and exchange of opinion and experience so essential to responsive representative government.

Improving congressional services and facilities

Another group of provisions in S. 2177 is designed to improve the administrative services and facilities available within the legislative establishment. The internal administration of the Congress has long been characterized by duplicating housekeeping serv-

ices and obsolete methods of personnel administration. Each House has its separate postal, document, folding, stationery, mailing, disbursing, doorkeeping, messenger, and other services. And most of these positions are subject to the hazards of the patronage system.

In order to modernize the internal housekeeping services of our National Legislature and install up-to-date methods of personnel administration, S. 2177 provides for the establishment of an Office of Congressional Personnel. The Director of this Office shall be appointed on merit by the majority and minority leaders of the two Houses and shall prepare plans for a modern personnel system for all congressional employees and for the efficient coordination of the existing housekeeping services within the legislative establishment.

The bill also provides for remodeling the Senate and House caucus rooms, for the more efficient assignment of available space within the Capitol, and more convenient dining facilities. The education and discipline of page boys would be improved by selecting pages from among boys who live at home or in orphanages in the District of Columbia and by arranging for their education in the public schools of the District.

The usefulness of the Congressional Record to all its readers would be increased under this bill by the printing in it of a daily calendar of legislative events, together with a résumé of congressional activities and an index of its contents.

Improving the composition of Congress

While the quality of the present personnel of our Federal Legislature is as high as it ever was in the good old days of Webster, Clay, and Calhoun, the average level of ability and energy is still possible of improvement. In the last analysis, of course, the composition of Congress depends upon the alertness, public interest, and education of the electorate. Nevertheless, steps can be taken by Congress itself to attract even abler persons to the legislative service. One such step would be to pay higher salaries to Senators and Representatives. S. 2177 would increase the compensation of Members of Congress to \$15,000 a year, effective January 1, 1947. The present salary of \$10,000 a year has been in effect since 1925. Impartial studies of the cost of living show that, on the average, it costs more to be a Congressman than the position pays.

The bill would also encourage Members to retire by permitting them to join the Federal retirement system on a contributory basis. To be eligible for retirement pay, Members would be required to deposit 6 percent of their basic salary, to have served at least 6 years in Congress, and have attained the age of 62 years. Those with at least 5 years of service could be retired for disability and receive an annuity. The annuity would amount to 2½ percent of a Member's average annual basic salary multiplied by the number of his years of legislative service. But no annuity could exceed three-fourths of the salary received at the time of separation from the service. All other Federal employees may now participate in the Federal retirement system, but Congressmen are the forgotten men of social security.

This inducement to retirement for those of retiring age or with other infirmities is a recognition of the arduous labors now imposed upon all Members. The resulting sense of security would contribute to independence of thought and action on the part of Members. It would also tend to bring into the legislative service a larger number of younger members with fresh energy and new viewpoints concerning the economic, social, and political problems of the Nation.

What S. 2177 would cost

Enactment of the entire program embodied in S. 2177 would increase the cost of the leg-

islative establishment only \$12,000,000—a negligible sum compared with the resultant gains. The following table itemizes the added cost:

Administrative assistant for each Member	\$4, 272, 000
Government share of retirement plan	3, 000, 000
Salary raise for Members.....	2, 655, 000
Staff experts for standing committees	952, 000
Staff experts for Appropriations Committees	768, 000
Expansion of Legislative Reference Service	300, 000
Policy committee staffs	120, 000
Stenographic pool	100, 000
Expansion of office of legislative counsel	60, 000
Increase in compensation of congressional officers.....	44, 235
Salary of director of congressional personnel.....	10, 000

Total estimated increase.... 12, 281, 235

Surely this a modest price to pay for increased efficiency in the legislative branch of the Government. Even with this modest increase, the total cost of the legislative branch would be \$6,000,000 less than the 1947 budget estimate for the office of the Administrator of Civil Aeronautics alone. It would be more than offset by the abolition of the patronage system, the reduced cost of shorter sessions, the reduction from 33 to 16 in the number of standing committees to be staffed and supported, and the great economies in public expenditures to be brought about by the fixing of Federal Budget totals.

The national interest involved in the development of a stronger, more efficient, and more representative Congress needs no emphasis here. Congress itself and the entire Nation will derive immeasurable benefits from the enactment of this bill.

These are critical days for the Government of the United States. Congress and the President are beset by a host of postwar problems at home and abroad. Our machinery of government, which was devised for the simpler tasks of the nineteenth century, is breaking down under its tremendous work load. Democracy itself is in grave danger of disintegrating from internal dissensions under the terrific pressures of the postwar world.

Congressional reform will not solve all the problems that beset us. That will require good men, good will, and good policies as well as good governmental machinery. But modernized machinery will greatly increase the efficiency of Congress. By revising our antiquated rules and improving our facilities, we can at once revitalize our National Legislature, expedite the adjustment of our postwar problems, and renew popular faith in American democracy. The time has come for Congress to reform itself. The time to act is now.

SECTION BY SECTION ANALYSIS

INTRODUCTORY MATTER

The matter preceding title I of the bill provides a short title for the bill, namely the "Legislative Reorganization Act of 1946"; sets up a table of contents; and provides the usual separability clause.

TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

This title either specifically or by implication makes changes in the rules of the Senate and House. These changes are extensive, although in great measure they relate directly or indirectly to realignment, jurisdiction, and procedure of committees. This is one of the fundamental reforms proposed to be brought about by this bill. In that connection it will be noted that the bill as written contains no realignment of House committees or specification of their jurisdiction, although the report of the Joint Committee

on the Organization of Congress pursuant to House Concurrent Resolution 18 (Rept. No. 1011) made recommendations bearing thereon. Your committee felt that this matter was of such fundamental importance that it would be in the interest of comity and expedition to leave that subject to be handled by way of amendment in the House.

Section 101. Rule-making power of the Senate and House

Inasmuch as this title, as indicated, makes changes in the rules of the two Houses it is provided in this section that these provisions are enacted as an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply, and such rules shall supersede other rules only to the extent that they are inconsistent therewith. It is further provided that these provisions are enacted with full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

This procedure will be recognized as that provided with regard to congressional action on resolutions under recent reorganization acts.

*PART 1. STANDING RULES OF THE SENATE
Section 102. Standing committees of the Senate*

This section amends rule XXV of the Standing Rules of the Senate relating to standing committees. In short it provides for 16 standing committees in lieu of 33 under existing rules, fixes the membership of each such standing committee at 13 Senators, in lieu of the varying memberships of existing committees, and specifies in considerable detail, by subject matter, the jurisdiction of each such committee, a matter not provided for under existing rules except in isolated instances.

It is not the purpose of this report to present the considerations which moved the

committee in each case in distributing the rather imposing list of subjects for legislative consideration among the various committees. It is sufficient to say that the assignments were made as nearly as may be on a functional basis, although the committee is frank to concede, and it is believed the Senate will appreciate, that such a rule could not be followed to the letter. However, the committee has made an earnest effort to set up a workable committee structure.

It will be noted that whereas the report made pursuant to House Concurrent Resolution 18 recommends a Committee on Interior, Natural Resources, and Public Works in which would be consolidated some eight Sen-

ate committees, your committee felt that this committee would be heavily overburdened and recommends instead the distribution of this jurisdiction to two committees, namely, a Committee on Public Lands and a Committee on Public Works.

Although, as has been indicated, the committee has deemed it wise not to explain in detail the assignment of the various subject matters, the following tables, first, will suggest in a general way the consolidation effected insofar as it affects the status of the existing standing committees of the Senate and, second, will show the jurisdiction by subject matter under present committee structure and under the proposed realignment.

TABLE I.—CONSOLIDATION OF SENATE STANDING COMMITTEES

Existing committees	Reorganized committees
1. Agriculture and Forestry	1. Agriculture and Forestry.
2. Appropriations	2. Appropriations.
3. Military Affairs	3. Armed Services.
4. Naval Affairs	4. Banking and Currency.
5. Banking and Currency	5. Civil Service.
6. Civil Service	6. District of Columbia.
7. Post Office and Post Roads	7. Expenditures in Executive Department.
8. District of Columbia	8. Finance.
9. Expenditures in Executive Departments	9. Foreign Relations.
10. Finance	
11. Foreign Relations	
12. Interstate Commerce	10. Interstate and Foreign Commerce.
13. Commerce	
14. Inter-oceanic Canals	
15. Manufactures	
16. Judiciary	11. Judiciary.
17. Patents	
18. Immigration	12. Labor and Public Welfare.
19. Education and Labor	
20. Public Lands and Surveys	
21. Mines and Mining	13. Public Lands.
22. Territories and Insular Affairs	
23. Irrigation and Reclamation	14. Public Works.
24. Indian Affairs	
25. Public Buildings and Grounds	15. Rules and Administration.
26. Rules	
27. Audit and Control	
28. Library	
29. Privileges and Elections	
30. Printing	
31. Enrolled Bills	16. Veterans' Affairs.
32. Pensions	(Abolished.)
33. Claims	

TABLE II.—JURISDICTION OF PRESENT AND PROPOSED COMMITTEES

Subject	Present committee	Proposed committee
(a) Committee on Agriculture and Forestry, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:	Agriculture and Forestry	Agriculture and Forestry.
1. Agriculture generally	do.	Do.
2. Inspection of livestock and meat products	do.	Do.
3. Animal industry and diseases of animals	do.	Do.
4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves	do.	Do.
5. Agricultural colleges and experiment stations	do.	Do.
6. Forestry in general, and forest reserves other than those created from the public domain	do.	Do.
7. Agricultural economics and research	do.	Do.
8. Agricultural and industrial chemistry	do.	Do.
9. Dairy industry	do.	Do.
10. Entomology and plant quarantine	do.	Do.
11. Human nutrition and home economics	do.	Do.
12. Plant industry, soils, and agricultural engineering	do.	Do.
13. Agricultural educational extension services	do.	Do.
14. Extension of farm credit and farm security	(Agriculture and Forestry, Banking and Currency, Agriculture and Forestry)	Do.
15. Rural electrification	do.	Do.
16. Agricultural production and marketing and stabilization of prices of agricultural products	do.	Do.
17. Crop insurance and soil conservation	do.	Do.
(b) Committee on Appropriations, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subject:	Appropriations	Appropriations.
1. Appropriation of the revenue for the support of the Government		
(c) Committee on Armed Services, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:	(Naval Affairs, Military Affairs)	Armed Services.
1. Common defense generally	do.	Do.
2. The War Department and the Military Establishment generally	do.	Do.
3. The Navy Department and the Naval Establishment generally	Naval Affairs	Do.
4. Soldiers' and sailors' homes	Military and Naval Affairs	Do.
5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces	do.	Do.
6. Selective service	Military Affairs	Do.
7. Size and composition of the Army and Navy	Military and Naval Affairs	Do.
8. Forts, arsenals, military reservations, and navy yards	do.	Do.
9. Ammunition depots	do.	Do.
10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone	Military Affairs	Do.
11. Conservation, development, and use of naval petroleum and oil-shale reserves	Naval Affairs	Do.
12. Strategic and critical materials necessary for the common defense	Military Affairs	Do.

TABLE II.—JURISDICTION OF PRESENT AND PROPOSED COMMITTEES—Continued

Subject	Present committee	Proposed committee
(d) Committee on Banking and Currency, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:	Banking and Currency	Banking and Currency.
1. Banking and currency generally	do.	Do.
2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.	do.	Do.
3. Deposit insurance	do.	Do.
4. Public and private housing	Banking and Currency	Do.
5. Federal Reserve System	Education and Labor	Do.
6. Gold and silver, including the coinage thereof	Banking and Currency	Do.
7. Issuance of notes and redemption thereof	do.	Do.
8. Valuation and revaluation of the dollar	do.	Do.
9. Control of prices of commodities, rents, or services	do.	Do.
(e) Committee on Civil Service, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:	Civil Service	Civil Service.
1. The Federal civil service generally	do.	Do.
2. The status of officers and employees of the United States, including their compensation, classification, and retirement.	do.	Do.
3. The postal service generally, including the railway-mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.	Post Offices and Post Roads	Do.
4. Postal-savings banks	do.	Do.
5. Census and the collection of statistics generally	Commerce	Do.
6. The National Archives	Library	Do.
(f) Committee on the District of Columbia, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:	District of Columbia	District of Columbia.
1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor including—	do.	Do.
2. Public health and safety, sanitation, and quarantine regulations	do.	Do.
3. Regulation of sale of intoxicating liquors	do.	Do.
4. Adulteration of food and drugs	do.	Do.
5. Taxes and tax sales	do.	Do.
6. Insurance, executors, administrators, wills, and divorce	do.	Do.
7. Municipal and juvenile courts	do.	Do.
8. Incorporation and organization of societies	do.	Do.
9. Municipal code and amendments to the criminal and corporation laws	do.	Do.
(g) (1) Committee on Expenditures in the Executive Departments, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:	Expenditures in the Executive Departments	Expenditures in the Executive Departments.
(A) Budget and accounting measures, other than appropriations	do.	Do.
(B) Reorganizations in the executive branch of the Government	Judiciary	Do.
(2) Such committee shall have the duty of—	do.	Do.
(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the Senate as it deems necessary or desirable in connection with the subject matter of such reports;	do.	Do.
(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;	do.	Do.
(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;	do.	Do.
(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.	do.	Do.
(h) Committee on Finance, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:	Finance	Finance.
1. Revenue measures generally	do.	Do.
2. The bonded debt of the United States	do.	Do.
3. The deposit of public moneys	do.	Do.
4. Customs, collection districts, and ports of entry and delivery	do.	Do.
5. Reciprocal trade agreements	do.	Do.
6. Transportation of dutiable goods	do.	Do.
7. Revenue measures relating to the insular possessions	do.	Do.
(i) Committee on Foreign Relations, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:	Foreign Relations	Foreign Relations.
1. Relations of the United States with foreign nations generally	do.	Do.
2. Treaties	do.	Do.
3. Establishment of boundary lines between the United States and foreign nations	do.	Do.
4. Protection of American citizens abroad and expatriation	do.	Do.
5. Neutrality	do.	Do.
6. International conferences and congresses	do.	Do.
7. The American National Red Cross	Judiciary	Do.
8. Intervention abroad and declarations of war	Foreign Relations	Do.
9. Measures relating to the diplomatic service	do.	Do.
10. Acquisition of land and buildings for embassies and legations in foreign countries	do.	Do.
11. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.	do.	Do.
12. United Nations Organization and international financial and monetary organizations	Foreign Relations	Do.
13. Foreign loans	Banking and Currency	Do.
(j) Committee on Interstate and Foreign Commerce, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:	Interstate Commerce	Interstate and Foreign Commerce.
1. Interstate commerce generally	do.	Do.
2. Regulation of interstate railroads, busses, trucks, and pipe lines	do.	Do.
3. Communication by telephone, telegraph, radio, and television	do.	Do.
4. Civil aeronautics	Commerce	Do.
5. Merchant marine generally	do.	Do.
6. Registering and licensing of vessels and small boats	do.	Do.
7. Navigation and the laws relating thereto, including pilotage	do.	Do.
8. Rules and international arrangements to prevent collisions at sea	do.	Do.
9. Merchant marine officers and seamen	do.	Do.
10. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, lifesaving equipment, and fire protection on such vessels.	do.	Do.
11. Coast and Geodetic Survey	do.	Do.
12. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts	do.	Do.
13. The U.S. Coast Guard and Merchant Marine Academies	do.	Do.
14. Weather Bureau	do.	Do.
15. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally	Interoceanic Canals	Do.
16. Inland waterways	Commerce	Do.
17. Fisheries and wildlife, including research, restoration, refuges, and conservation	do.	Do.
18. Bureau of Standards, including standardization of weights and measures and the metric system	do.	Do.

TABLE II.—JURISDICTION OF PRESENT AND PROPOSED COMMITTEES—Continued

Subject	Present committee	Proposed committee
(a) Committee on the Judiciary, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Judicial proceedings, civil and criminal, generally	Judiciary	Judiciary.
2. Constitutional amendments	do	Do.
3. Federal courts and judges	do	Do.
4. Local courts in the Territories and possessions	do	Do.
5. Revision and codification of the Statutes of the United States	do	Do.
6. National penitentiaries	do	Do.
7. Protection of trade and commerce against unlawful restraints and monopolies	do	Do.
8. Holidays and celebrations	do	Do.
9. Bankruptcy, mutiny, espionage, and counterfeiting	do	Do.
10. State and Territorial boundary lines	do	Do.
11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices	do	Do.
12. Civil liberties	do	Do.
13. Patents, copyrights, and trade-marks	do	Do.
14. Patent Office	Patents	Do.
15. Immigration and naturalization	do	Do.
16. Apportionment of Representatives	Immigration	Do.
17. Measures relating to claims against the United States	Commerce	Do.
18. Interstate compacts generally	Judiciary	Do.
(1) Committee on Labor and Public Welfare, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Measures relating to education, labor, or public welfare generally	Education and Labor	Labor and Public Welfare.
2. Mediation and arbitration of labor disputes	do	Do.
3. Wages and hours of labor	do	Do.
4. Convict labor and the entry of goods made by convicts into interstate commerce	Judiciary	Do.
5. Regulation or prevention of importation of foreign laborers under contract	Interstate Commerce	Do.
6. Child labor	Immigration	Do.
7. Labor statistics	Education and Labor	Do.
8. Labor standards	do	Do.
9. School-lunch program	do	Do.
10. Vocational rehabilitation	Agriculture	Do.
11. National social security, except revenue measures relating thereto	Education and Labor	Do.
12. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto	Finance	Do.
13. United States Employees Compensation Commission	Interstate Commerce	Do.
14. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and St. Elizabeths Hospital	Education and Labor	Do.
15. Public health and quarantine	District of Columbia	Do.
16. Welfare of miners	Education and Labor	Do.
(n) Committee on Public Lands, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Public lands generally, including entry, easements, and grazing thereon	Mines and Mining	Do.
2. Mineral resources of the public lands	Public Lands and Surveys	Public Lands
3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands	do	Do.
4. Forest reserves and national parks created from the public domain	do	Do.
5. Military parks and battlefields, and national cemeteries	do	Do.
6. Preservation of prehistoric ruins and objects of interest on the public domain	do	Do.
7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting their revenue and appropriations	Territories and Insular Affairs	Do.
8. Irrigation and reclamation, including water supply for reclamation projects, and easement of public lands for irrigation projects	Irrigation and Reclamation	Do.
9. Interstate compacts relating to apportionment of waters for irrigation purposes	do	Do.
10. Mining interests generally	Mines and Mining	Do.
11. Mineral land laws and claims and entries thereunder	do	Do.
12. Geological survey	do	Do.
13. Mining schools and experimental stations	do	Do.
14. Petroleum conservation and conservation of the radium supply in the United States	Public Lands and Surveys	Do.
15. Relations of the United States with the Indians and the Indian tribes	(Mines and Mining	Do.
16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds	Indian Affairs	Do.
(i) Committee on Public Works, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Flood control and improvement of rivers and harbors	Commerce	Public Works
2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams)	do	Do.
3. Water power	do	Do.
4. Oil and other pollution of navigable waters	do	Do.
5. Public buildings and occupied or improved grounds of the United States generally	Public Buildings and Grounds	Do.
6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia	do	Do.
7. Measures relating to the Capitol Building and the Senate and House Office Buildings	do	Do.
8. Measures relating to the maintenance and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution	do	Do.
9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park	do	Do.
10. Measures relating to the construction or maintenance of roads and post roads	Post Offices and Post Roads	Do.
(b) (1) Committee on Rules and Administration, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
(A) Matters relating to the payment of money out of the contingent fund of the Senate or creating a charge upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee.	Audit and Control the Contingent Expenses of the Senate.	Rules and Administration.
(B) Except as provided in par. (n) 8, matters relating to the Library of Congress and the Senate Library; statutory and pictorial; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.	Library	Do.
(C) Except as provided in par. (n) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.	do	Do.
(D) Matters relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; Federal elections generally; Presidential succession.	Privileges and Elections.	Do.
(E) Matters relating to parliamentary rules; floor and gallery rules; Senate Restaurant; Senate Office Building; Senate wing of the Capitol; assignment of office space; and services to the Senate.	Rules	Do.
(F) Matters relating to printing and correction of the Congressional Record.	Printing	Do.
(2) Such committee shall also have the duty of examining all bills, amendments, and joint resolutions after passage by the Senate; and, in cooperation with the Committee on House Administration of the House of Representatives, of examining all bills and joint resolutions which shall have passed both Houses, to see that the same are correctly enrolled; and, when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the Senate, to the President of the United States in person, and report the fact and date of such presentation to the Senate. Such committee shall also have the duty of assigning office space in the Senate wing of the Capitol and in the Senate Office Building.	Enrolled Bills	Do.

TABLE II.—JURISDICTION OF PRESENT AND PROPOSED COMMITTEES—Continued

Subject	Present committee	Proposed committee
(p) Committee on Veterans' Affairs, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		Veterans' Affairs.
1. Veterans' measures generally.	Finance.	Do.
2. Pensions of all the wars of the United States, general and special.	Pensions.	Do.
3. Life insurance issued by the Government on account of service in the Armed Forces.	Finance.	Do.
4. Compensation, vocational rehabilitation, and education of veterans.	do.	Do.
5. Veterans' hospitals, medical care and treatment of veterans.	do.	Do.
6. Soldiers' and sailors' civil relief.	Military Affairs.	Do.
7. Readjustment of servicemen to civil life.	do.	Do.

It is provided that each Senator shall serve on two standing committees and no more; except that Senators of the majority party who are members of the Committee on the District of Columbia or of the Committee on Expenditures in the Executive Departments may serve on three standing committees and no more. Your committee will frankly explain the reason for this latter provision. It had been hoped that committee service of each Senator would be limited to two standing committees and in the light of generally increased jurisdiction of committees that would normally be sufficient. However, it was discovered that with a close alignment of the two major parties in the Senate that arrangement would leave many committees of the Senate in which the majority party did not have control, that is, the members would be evenly divided. The committee felt that that was not a satisfactory arrangement and hit upon the expedient of permitting Senators of the majority party who are members of the two committees named above (District of Columbia and Expenditures in the Executive Departments), whose jurisdiction was relatively light as compared with other committees, to serve on three standing committees.

Section 103. Appropriations

This section amends rule XVI dealing with amendments to appropriation bills and while rewritten in its entirety this was due in great measure to the change in the names of the committees under the revised committee structure. The only substantial change made in this section is the provision which prohibits the Committee on Appropriations from reporting an appropriation bill containing amendments proposing "any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law," and further provides that any such restriction shall not be received by way of an amendment to any general appropriation bill.

It is specifically provided that when a point of order is made against any limitation on expenditure of funds appropriated in a general appropriations bill on the ground that the limitation violates this rule (whether for violation of the limitation just discussed or any limitation now contained in rule XVI), the rule shall be construed strictly and, in case of doubt, in favor of the point of order.

Section 104 and section 105. Printing and rules

These sections made formal changes to conform to changes in the rules relative to committee structure, but in view of section 224 of the bill dealing with transfer of functions to the new committees, these sections are unnecessary and have been stricken from the bill.

PART 2. PROVISIONS APPLICABLE TO BOTH HOUSES

Section 121. Private bills banned

This section bans private bills, resolutions, and amendments authorizing or directing the payment of property damages for personal injuries or death or for pensions; the construction of bridges across navigable streams; or the correction of military or naval records. It is provided, however,

that the provisions of this section shall not apply to private bills or resolutions conferring jurisdiction on the Federal courts to hear, determine, and render judgment in connection with private claims otherwise cognizable under the Federal Tort Claims Act if the claim accrued between January 1, 1939, and December 31, 1944, the last day being the day before the effective date (for the purpose of accrual of claims) of the Federal Tort Claims Act. This will permit consideration of bills or resolutions covering claims going back for a period of 6 years and would seem to be ample to prevent any inequities.

Section 122. Joint hearings

This section authorizes the standing committees of the two Houses to hold joint hearings with respect to subject matter within their respective jurisdictions.

Section 123. Congressional recesses

This section fixes a definite adjournment period for the Congress for each year, from the last of June until the second Tuesday in October, except in time of war or during a national emergency proclaimed by the President. It is provided, however, that the Members of the Congress may be called back by the President of the Senate and the Speaker of the House whenever in their opinion legislative expediency warrants it or whenever the majority leader or the minority leader of the Senate and the majority leader or the minority leader of the House, acting jointly, file a written request with the Secretary of the Senate and the Clerk of the House that the Congress reassemble for the consideration of legislation.

Section 124. Committee procedure

Various provisions relating to committee procedure are set forth in this section. Some of these procedures are now in effect in the case of many committees of the Congress. This section will make specific provision therefor.

Each standing committee must set aside a regular period during each month to permit Members to appear before the committee on bills or resolutions which they have introduced; each such committee must fix regular weekly, biweekly, or monthly meeting days for the transaction of business, and additional meetings may be called by the chairman; each such committee shall keep a complete record of all committee action, which shall include attendance and a record of votes on any question on which a record vote is demanded, which record vote shall be printed in the Congressional Record. It is made the duty of the chairman of each committee to report promptly to the Senate or House, as the case may be, any measure approved by his committee and to take necessary steps to bring the matter to a vote; but no measure or recommendation shall be reported from any committee unless a majority of the committee were actually present and voted in favor of the report.

Further, each committee report shall contain an outline of proposed legislation in nontechnical digest form, together with a supporting statement of reasons for its enactment and a statement of the national interest involved. This report shall also include estimates of cost. All such outlines, statements, and estimates shall be prepared by the committee staff.

Each standing committee shall, so far as practicable, require witnesses to file in advance written statements of their testimony and to limit oral presentations to brief summaries. The staff of each committee shall prepare digests of such statements for use of committee members. All hearings are required to be open to the public except executive sessions for marking up bills or for voting or where the committee by a majority vote orders a secret executive session in the interest of national security.

Section 125. Committee powers

This section embodies the procedural powers normally given to Senate committees and extend it generally to standing committees of the House. Owing to the greater volume of work imposed on the smaller number of committees under the bill, it is recommended that expenditures for any Congress be fixed at not in excess of \$10,000 for each committee in lieu of \$5,000 now fixed for Senate committees.

It is further provided that no standing committee of the Senate or the House, except the Committee on Rules of the House, shall sit without special leave while the Senate or the House, as the case may be, is in session. This will extend to the Senate the rule now applicable to House committees except in the case of the Committee on Rules.

Section 126. Special committees banned

This section provides that no special or select committee, including a joint committee, shall be established or continued by bill, resolution, or amendment.

Section 127. Conference rules on amendments in nature of substitute

This section in effect makes specific the application to amendments in the nature of a substitute of the conference rules now applicable to numbered amendments, and will outlaw the expedient resorted to in recent years of conferees bringing back legislation not passed by either House.

Section 128. Legislative oversight by standing committees

In effect, this section directs each standing committee of the Senate and the House to exercise continuous surveillance of the execution by the administrative agencies concerned of laws within the jurisdiction of the respective committees.

Section 129. Decisions on questions of committee jurisdiction

This section provides that questions with respect to committee jurisdiction shall be decided by the Presiding Officer of the Senate or the House, as the case may be, without debate, in favor of that committee which has jurisdiction over the subject matter which predominates; but the decision is subject to an appeal.

Section 130. Estimates of receipts and expenditures

This section requires the Committee on Ways and Means and the Committee on Appropriations of the House and the Committee on Finance and the Committee on Appropriations of the Senate to meet jointly at the beginning of each session and after study and consultation to report to their respective Houses estimated over-all Federal receipts and expenditures for the ensuing fiscal year. The report is to be made within 60 days after

the opening of the session or by April 15, whichever first occurs. If the estimated expenditures exceed the estimated receipts the report must be accompanied by a concurrent resolution reciting that it is the sense of the Congress that the public debt should be increased in an amount equal to the amount by which the estimated expenditures exceed the estimated receipts. Until this resolution has been agreed to by both Houses no general appropriation bill appropriating money for the ensuing fiscal year shall be received or considered in either House. The section is not applicable in time of war or during a national emergency proclaimed by the President.

Section 131. Hearings and reports by Appropriations Committees

This section provides that general appropriation bills shall not be considered unless prior to the consideration printed committee hearings and reports have been available for at least three calendar days for the Members of the House in which such bill is to be considered. The Appropriations Committees are further authorized and directed, acting jointly, to develop standard appropriation classification schedules, and it is required that the part of the printed hearings containing any agency's request for appropriations shall be preceded by such a schedule.

The section further provides that no general appropriation bill or amendment thereto shall be in order if it contains any provision reappropriating unexpended balances; but this provision shall not apply to appropriations in continuation of appropriations for public works on which work has commenced.

The Appropriations Committees are also directed to make a study of permanent appropriations with a view to limiting their number, and also a study of the disposition of funds resulting from the sale of Government property or services with a view to recommending a uniform system of control with respect to such funds.

Section 132. Records of Congress

The Secretary of the Senate and the Clerk of the House, acting jointly, are directed by this section to obtain at the close of each Congress all noncurrent records and transfer them to the National Archives; and the Clerk of the House is directed to collect the non-current records of the House of Representatives from the First to the Seventy-six Congress, inclusive, and transfer them to the National Archives.

Section 133. Preservation of committee hearings

This section requires the Librarian of Congress to have bound the printed hearings of testimony taken by each committee of the Congress.

Section 134. Effective date

This title takes effect on the day on which the Eightieth Congress convenes; except that the provisions relative to reports, just discussed, take effect on the date of enactment.

TITLE II—MISCELLANEOUS

This title contains miscellaneous provisions relating to congressional personnel, committees of Congress, the Capitol Building, and policy committees.

PART 1. STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

Section 201. Office of Congressional Personnel

This section creates the Office of Congressional Personnel headed by a Director appointed by the majority and minority leaders of the Senate and House of Representatives, acting jointly. The Director will receive compensation at the rate of \$10,000 a year and is to be appointed without regard to political affiliations and solely on the ground of fitness to perform the duties of the office.

One of the initial functions of the Director (others will be noted hereinafter) is to prepare a plan for a modern personnel system for all employees of the Senate and House (including employees under the Architect of the Capitol), to make a complete study of overlapping and duplicating services within the legislative establishment, and to prepare a plan for the establishment of efficient services and to report to Congress at the earliest practicable date. Any plan or schedule prepared by the Director must contain as an integral part provisions that appointments to any office or position under the Senate or the House shall be made only upon certification by the Director that the appointee is qualified, and in addition, in the case of committee staffs, upon recommendation of the Director; and that service employees of the Capitol shall be appointed on a merit basis established by the Director to the end that the so-called patronage system shall be discontinued and the fee system for guides abolished.

The provisions of this section do not apply and the authority of the Director does not extend to elected officers of the Senate or House or to personnel of Members' offices or to personnel of party policy committees provided for in the bill.

Section 202. Stenographic pool

Under this section the Director is required to establish a stenographic pool in each of the Senate and House Office Buildings for use of Members during peak periods.

Section 203. Increase in compensation for certain congressional officers

This section increases the basic compensation of elected officers of the Senate and House (not including the presiding officers) by 50 percent, effective January 1, 1947; and increases the appropriations for the Office of the Vice President and the Office of the Speaker by approximately 50 percent.

Section 204. Administrative assistant to Members

This section authorizes each Senator, Representative, Delegate, and the Resident Commissioner from Puerto Rico to appoint an administrative assistant at a salary of \$8,000 a year.

Section 205. Committee staffs

This section authorizes each standing committee to appoint four professional staff members (in addition to the clerical staffs), who are to be appointed on a permanent basis upon the recommendation and certification of the Director, without regard to political affiliations and solely on the basis of fitness to perform the duties of the office. These staff members may not engage in any work other than committee business and no other duties may be assigned to them.

In the case of the Committees on Appropriations, each such committee and each subcommittee thereof is to be provided with a professional staff, two members of which shall be assigned to the chairman of the committee and each subcommittee thereof and two members to the ranking minority member of each such committee and subcommittee thereof.

The clerical staff of each standing committee will consist of six clerks, two to be attached to the office of the chairman, two to the ranking minority member, and two to the professional staff; and the office of committee janitor is abolished.

It is required that all committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman; and such records are declared to be the property of the Congress and all members of the committee and the respective Houses shall have access to such records.

Until the Director submits a plan for re-

vision of legislative pay schedules and such plan is accepted by the Congress, the professional staff members will receive annual compensation, to be fixed by the chairman, ranging from \$6,000 to \$8,000, and the clerical staff will receive annual compensation ranging from \$2,000 to \$3,000. When the Director has submitted a plan for revision of pay schedules and such plan is accepted by Congress, all provisions of law authorizing chairmen of standing committees to rearrange or change the salaries and number of committee employees are repealed, and the personnel of Members' offices shall not be assigned any committee work.

It is specifically provided that no committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

Section 206. Legislative Reference Service

This section gives specific statutory authority for the Legislative Reference Service of the Library of Congress and prescribes detailed statutory functions for that Service. In addition to the other functions the Director of the Service is to assign competent persons to the press and radio galleries of the Senate and the House of Representatives.

The Director and Assistant Director of the Service are to be appointed by the Librarian upon recommendation and certification of the Director of Congressional Personnel. All personnel of the Service are to be appointed without regard to the civil-service laws and solely on the ground of fitness to perform the duties of their offices. Specific provision is made for the appointment of senior specialists in certain broad fields and such specialists, together with such other members of the staff as may be necessary, are to be available for special work with the committees of Congress.

Increased appropriations for the work of the Legislative Reference Service are authorized as follows: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$550,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.

Section 207. Office of the Legislative Counsel

This section authorizes appropriations for the Office of the Legislative Counsel as follows:

- (1) For the fiscal year ending June 30, 1947, \$150,000.
- (2) For the fiscal year ending June 30, 1948, \$200,000.
- (3) For the fiscal year ending June 30, 1949, \$250,000.
- (4) For the fiscal year ending June 30, 1950, \$250,000.
- (5) For each fiscal year thereafter such sums as may be necessary to carry on the work of the Office.

These figures are increases over past appropriations for this office; for example, the appropriation contained in the pending legislative appropriation bill is \$105,000.

Section 208. Reductions in appropriations

This section provides that if on December 31 in any fiscal year, and after the budget resolution discussed above (sec. 180 (b) of title I) has been agreed to, the President is of opinion that the expenditures for that fiscal year will exceed receipts in an amount greater than the excess specified in the resolution, the President shall so proclaim; and thereupon all appropriations (except permanent appropriations and appropriations for

servicing the public debt, for veterans' pensions and benefits, and to trust funds) shall be reduced by a uniform percentage which will reduce the aggregate amount of funds appropriated for that fiscal year in an amount equal to the difference between the excess proclaimed by the President and the excess specified in the resolution. The section is not to be applicable in time of war or during a national emergency proclaimed by the President.

Section 209. Transfer of appropriations

This section, effective July 1, 1947, prohibits the transfer of funds from one appropriation account to another or from one organization unit to another in the executive departments and other executive agencies.

Section 210. Studies by the Comptroller General

This section authorizes and directs the Comptroller General to make a study of restrictions in general appropriation accounts limiting expenditure of specified appropriations, with a view to determining the cost to the Government incident to comply with such restrictions and to report to the Congress with respect thereto.

Section 211. Administrative management analyses by Comptroller General

This section authorizes and directs the Comptroller General to make an administrative management analysis of each agency in the executive branch, to enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses are to be submitted to the Committees on Expenditures in the Executive Departments, the Appropriations Committees, the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, and each of the majority and minority policy committees.

PART 2. STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

Section 221. Improvement of Congressional Record

This section authorizes and directs the Joint Committee on Printing to make provision for printing in the daily Record the legislative program for the day, together with a list of congressional committee meetings and hearings; and to cause a brief résumé of congressional activities for the previous day to be incorporated in the Record, together with an index of its contents. The data will be prepared under the supervision of the Secretary of the Senate and the Clerk of the House, respectively.

Section 222. Joint Committee on Printing

This section provides that the Joint Committee on Printing shall consist of the chairman and two members of the Committee on Rules and Administration of the Senate and the chairman and two members of the Committee on House Administration of the House of Representatives. This provision is made necessary by reason of the fact that the Committees on Printing of the respective Houses are abolished in the rearrangement of committees, heretofore discussed.

Section 223. Joint Committee on the Library

Similarly, under this section the Joint Committee on the Library will consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House.

Section 224. Transfer of functions

Owing to the rearrangement of committees this section transfers the function, powers, and duties imposed on a standing committee of the Senate or the House to the standing committee created by this act to which is transferred legislative jurisdiction over the

subject matter to which such functions, powers, and duties relate; except that respective chairmen of the Civil Service Committees are to be members of the National Archives Council since under the bill the National Archives come under the jurisdiction of the Civil Service Committees.

PART 3. PROVISIONS RELATING TO CAPITOL AND POLICY COMMITTEES

Section 241. Remodeling of caucus rooms and restaurants

This section authorizes and directs the Architect of the Capitol to prepare and submit to Congress plans for the remodeling of the caucus rooms in the Senate and House Office Buildings and the Senate and House restaurants. By a committee amendment the provision relating to the chambers of the two Houses has been stricken out as this project has already been authorized by law.

Section 242. Assignment of Capitol space

Under this section the President pro tempore of the Senate and the Speaker of the House are to cause a survey to be made of available space which could be utilized for joint committee meetings, meetings of conference committees, and other meetings requiring attendance of both Senators and Members of the House, and to recommend the reassignment of such space to accommodate such meetings.

Section 243. Senate and House pages

This section provides that pages for the Senate and House shall be appointed by the Director of Congressional Personnel from among boys from the metropolitan area of the District of Columbia. The Secretary of the Senate and the Clerk of the House are directed to enter into an arrangement with the Board of Education of the District of Columbia for the education of these pages and pages of the Supreme Court in the public school system of the District, with provision for reimbursement to the District for any additional expenses incurred.

Section 244. Majority and minority policy committees

This section recommends the establishment of policy committees by the majority party and the principal minority party in each of the two Houses, for the formulation of over-all legislative policy, and authorizes an appropriation of \$30,000 annually for each policy committee for the maintenance of a staff. The members of each such staff are to be appointed and their compensation fixed by the policy committee concerned, but no such compensation shall be fixed at a rate in excess of \$8,000 per annum.

Section 245. Joint legislative-executive council

This section provides that when the majority policy committees are established they shall serve on a formal council to meet at regular intervals with the Executive and members of his Cabinet to consult and collaborate in the formulation and carrying out of national policy. It is further provided that from time to time the minority policy committees shall be included in such conferences on broad questions of foreign and domestic policy.

Section 246. Experimentation with meeting schedules

This section, in effect, recommends that there be experiments with schedules for meeting of the two Houses to determine whether business might not be more efficiently transacted by providing for alternate days for Chamber sessions and committee meetings, or by providing for three full days for committee meetings and three full days for sessions in the Chamber, or by providing some other schedule, including night sessions.

Section 247. Effective date

This section fixes an effective date for this title. With the exception of sections 205

(a), (b), and (c), 222, 223, 224, and 243, the title is made effective on the day on which the Eightieth Congress convenes.

TITLE III—REGULATION OF LOBBYING ACT

This title deals with a subject that has frequently been before the Congress, in the form of bills to regulate lobbying activities. In order that there may be no misunderstanding of the purposes of this title the committee desires to make a statement as to what the title does and what it does not do. There follow some of the things that the title does not do:

First. It does not curtail the right of free speech or freedom of the press or the right of petition.

Second. It has no application to the publishers of newspapers, magazines, or other publications, acting in the regular course of business.

Third. It has no application to persons who appear openly and frankly before the committees of Congress and engage in no other activities to influence legislation.

Fourth. It does not require any reports of any persons or organizations now required to report under the provisions of the present Corrupt Practices Act.

Fifth. It does not apply in any manner to persons who appear voluntarily without compensation.

Sixth. It does not apply to organizations formed for other purposes whose efforts to influence legislation are merely incidental to the purposes for which formed.

On the other hand the title applies chiefly to three distinct classes of so-called lobbyists:

First. Those who do not visit the Capitol but initiate propaganda from all over the country in the form of letters and telegrams, many of which have been based entirely upon misinformation as to facts. This class of persons and organizations will be required under the title, not to cease or curtail their activities in any respect, but merely to disclose the sources of their collections and the methods in which they are disbursed.

Second. The second class of lobbyists are those who are employed to come to the Capitol under the false impression that they exert some powerful influence over Members of Congress. These individuals spend their time in Washington presumably exerting some mysterious influence with respect to the legislation in which their employers are interested, but carefully conceal from Members of Congress whom they happen to contact the purpose of their presence. The title in no wise prohibits or curtails their activities. It merely requires that they shall register and disclose the sources and purposes of their employment and the amount of their compensation.

Third. There is a third class of entirely honest and respectable representatives of business, professional, and philanthropic organizations who come to Washington openly and frankly to express their views for or against legislation, many of whom serve a useful and perfectly legitimate purpose in expressing the views and interpretations of their employers with respect to legislation which concerns them. They will likewise be required to register and state their compensation and the sources of their employment.

Section 301. Short title

This section provides a short title, namely, the "Federal Regulation of Lobbying Act."

Section 302. Definitions

This section contains definitions and for convenience or reference the definitions of "contribution," "expenditure," and "legislation" are included herein as follows:

(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

(c) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House.

Section 303. Detailed accounts of contributions

This section makes it the duty of every person soliciting or receiving contributions (as defined above): to any organization or fund for the purposes defined in section 307 (post) to keep a detailed and exact account of all contributions; the name and address of every person making a contribution of \$500 or more and the date thereof; all expenditures made by or on behalf of the organization or fund; and the name and address of every person to whom any expenditure was made, and the date thereof. It is further made the duty of such person to keep receipted bills for expenditures in excess of \$10, and to preserve the receipted bills and accounts required to be kept for at least 2 years from the date of filing of the statement containing such items.

Section 304. Receipts for contributions

This section requires every individual who receives a contribution of \$500 or more for the purposes specified in section 307 (post), within 5 days after receipt, to render to the person or organization for which it was received a detailed account thereof, including the name and address of the person making the contribution and the date on which received.

Section 305. Statements to be filed with Clerk of House

This section requires every person receiving any contributions or expending any money for the purposes specified in section 307 (post) to file with the Clerk of the House a statement showing the names and addresses of persons contributing \$500 or more; the total sum of the contributions made to or for such person during the calendar year and not stated under the foregoing requirement; the total sum of all contributions made to or for such person during the calendar year; the name and address of each person to whom an expenditure of \$10 or more has been made within the calendar year by or on behalf of such person and the amount, date, and purpose of such expenditure; the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under the foregoing requirement, and the total expenditures made by or on behalf of such person during the calendar year. Statements required to be filed hereunder shall be cumulative during the calendar year to which they relate.

Section 306. Statement preserved for 2 years

Statements required to be filed with the Clerk must be preserved for a period of 2 years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

Section 307. Persons to whom applicable

This section defines the application of the title and includes any person who by himself or through any agent or employee or other person in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any one of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States. It will be noted in this connection that

under the definition set forth above "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House and includes any other matter which may be the subject of action by either House.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress.

(c) To influence, directly or indirectly, the election or defeat of any candidate for any elective Federal office.

Section 308. Registration with Secretary of Senate and Clerk of House

This section requires any person who engages himself for pay or for any consideration, for the purpose of attempting to influence the passage or defeat of legislation, to register with the Clerk of the House and the Secretary of the Senate, giving full details of his employment, and to report each calendar quarter details concerning money received and expended by him during the preceding calendar quarter in carrying on his work. There are exceptions from the provisions of this section persons who merely appear before committees in support of or in opposition to legislation but who engage in no further or other activities in connection with the passage or defeat of such legislation; public officials acting in their official capacity; and newspapers and periodicals acting in the regular course of business. All information required to be filed with the Clerk and Secretary shall be compiled by them, acting jointly, and printed in the Congressional Record.

Section 309. Reports and statements to be made under oath

This section requires all reports and statements to be made under oath.

Section 310. Penalties

This section makes it a misdemeanor to violate any of the provisions of the title and provides punishment by fine of not more than \$5,000 or imprisonment for not more than 12 months, or both. In addition to these penalties any person convicted of the misdemeanor specified above is prohibited for a period of 3 years from attempting to influence directly or indirectly the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or in opposition to proposed legislation; and any person who violates this provision is guilty of a felony and subject to punishment by a fine of not more than \$10,000 or imprisonment for not more than 5 years, or both.

Section 311. Exemption

This section provides that the title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said act.

TITLE IV—FEDERAL TORT CLAIMS ACT

This title waives, with certain limitations, governmental immunity to suit in tort and permits suits on tort claims to be brought against the United States. It is complementary to the provision in title I banning private bills and resolutions in Congress, leaving claimants to their remedy under this title.

In addition, the title extends the existing authority of heads of Government departments to adjust tort claims. Under existing law such authority is restricted to claims for property loss and damage not exceeding \$1,000. This title would extend it to cases of personal injury or death, but retains the maximum limitation of \$1,000.

The title applies to claims accruing on and after January 1, 1945, thus going back for one full session of Congress, and together with the provision in section 121 (ante) permitting bills and resolutions to be considered covering claims accruing between January 1, 1939, and December 31, 1944, will in effect

permit an 8-year period for disposing of past claims.

Attention is called to the fact that there is now on the House Calendar a bill (H.R. 181, 79th Cong.) almost identical with this title. The essential difference is that the House bill puts a maximum limitation of \$10,000 on claims for which suit may be brought, whereas this title as reported by your committee contains no such limitation. The committee is of the opinion that in view of the banning of private claim bills in the Congress no such limitation should be imposed, and that with respect to this type of claim the Government should be put in the same position as any private party.

For the information of the Senate the following statement from the House Committee report on H.R. 181 (H. Rept. No. 1287, 79th Cong., 1st sess.), covering the history of this legislation and a summary of existing law is incorporated and made a part of this report:

"HISTORY OF LEGISLATION

"Under existing law, while the Government may be sued in contract, it is not generally subject to suit in tort, except as to admiralty and maritime torts.

"Heads of departments are permitted to make administrative adjustments of certain types of tort claims for small amounts. Other claims, if adjusted at all, are handled individually by private bills, which either make a direct appropriation for the payment of the claim or else remit the claimant to suit either in the Court of Claims or in a United States district court.

"For many years the present system has been subjected to criticism, both as being unduly burdensome to the Congress and as being unjust to the claimants, in that it does not accord to injured parties a recovery as a matter of right but bases any award that may be made on considerations of grace. Moreover, it does not afford a well-defined continually operating machinery for the consideration of such claims. For many years bills on this subject have been introduced from time to time attempting to approach the matter in various ways. During the Seventieth Congress a bill, H.R. 9285, which endeavored to deal with this matter passed both Houses but encountered a pocket veto at the hands of President Coolidge, which it is understood was principally based on the fact that the function of acting as counsel for the Government in such cases was to be reposed by that bill in the Comptroller General instead of in the Attorney General.

"In the Seventy-sixth Congress H.R. 7236 passed the House on September 12, 1940, but the pressure of other urgent matters prevented its consideration in the Senate before the close of the session.

"In the Seventy-seventh Congress a similar bill, S. 2221, was passed by the Senate and was approved in substance by this committee. Previous to such action, hearings were held before a subcommittee of the Committee on the Judiciary on H.R. 6463 and an earlier bill, H.R. 5373, both introduced by Representative Celler.

"The magnitude of the task of considering and disposing of private claims can be gathered from the following statistics:

"In the Sixty-eighth Congress about 2,200 private claim bills were introduced, of which 250 became law, then the largest number in the history of the Claims Committee.

"In the Seventieth Congress 2,268 private claim bills were introduced, asking more than \$100,000,000. Of these, 336 were enacted, appropriating about \$2,830,000, of which 144, in the amount of \$562,000, were for tort.

In each of the Seventy-fourth and Seventy-fifth Congresses over 2,300 private claim bills were introduced, seeking more than \$100,000,000. In the Seventy-sixth Congress approximately 2,000 bills were introduced, of which 315 were approved, for a total of \$826,000.

In the Seventy-seventh Congress, of the 1,829 private claim bills introduced and referred to the Claims Committee, 593 were approved for a total of \$1,000,253.30. In the Seventy-eighth Congress 1,644 bills were introduced; 549 of these were approved for a total of \$1,355,767.12. So far during the present Congress about 1,279 private claim bills have been introduced. Of these, 225 have been enacted, appropriating about \$965,353.06.

"SUMMARY OF EXISTING LAW

"Since 1855 the Government has been subject to suit on contract in the Court of Claims (act of February 24, 1855; 10 Stat. 612, amended by act of March 3, 1863; 12 Stat. 765). By the act of March 3, 1887, known as the Tucker Act, concurrent jurisdiction was conferred on the United States district courts over such contract claims and other claims "not sounding in tort" against the Government as involve a sum not exceeding \$10,000. By the act of June 25, 1910 (36 Stat. 851; U.S.C., title 35, sec. 68), the United States submitted itself to suit for patent infringement. Such suits may be brought only in the Court of Claims.

"By the act of March 9, 1920 (41 Stat. 525; U.S.C., title 46, sec. 742), the Government was subjected to being sued in the district courts in respect to admiralty and maritime torts involving merchant vessels or tugboats owned or operated by the Government. By the act of March 3, 1925 (43 Stat. 1112; U.S.C., title 46, sec. 781), the right to sue the Government in respect to admiralty and maritime torts was extended so as to include damages caused by a public vessel of the United States. This authority was without limitation as to the amount of the claim.

"As a result of the statutes briefly summarized above, the Government is subject to suit in contract, on admiralty and maritime torts, and for patent infringement. On the other hand, no action may be maintained against the Government in respect to any common-law tort. The existing exemption in respect to common-law torts appears incongruous. Its only justification seems to be historical. With the expansion of governmental activities in recent years, it becomes especially important to grant to private individuals the right to sue the Government in respect to such torts as negligence in the operation of vehicles.

"In respect to certain classes of small claims the heads of departments are permitted by existing law to make administrative adjustment. However, in no case, is a court review now provided, if the claimant feels aggrieved at the disposition made of his claim by the head of the department. Thus by the act of December 28, 1922 (42 Stat. 1066; U.S. Code, title 31, sec. 215), the head of each department or independent establishment was authorized to adjust any claim for property loss or damage caused by the negligence of an officer or employee of the Government acting within the scope of his employment if the amount of the claim does not exceed \$1,000. It will be observed that this authority does not extend to claims for personal injuries or death. There are special statutes in existence permitting the heads of a few departments to adjust claims of a character defined in such statutes, generally not exceeding \$500 in amount. For example, the Postmaster General is vested with power to settle claims not exceeding \$500 involving either personal injuries or property damage caused by operations of the Post Office Department.

"The present bill would establish a uniform system authorizing the administrative settlement of small tort claims and permitting suit to be brought on any tort claim not exceeding \$10,000, with the exception of certain classes of torts expressly exempted from the operation of the act."

PART 1. SHORT TITLE AND DEFINITIONS

Section 401. Short title

This section provides a short title, namely, the "Federal Tort Claims Act."

Section 402. Definitions

This section defines the terms used in the title and makes it clear that its provisions cover all Federal agencies, including Government corporations, and all Federal officers and employees, including members of the military and naval forces (in the case of the latter it is noted that section 421(j) excludes from the application of the title claims arising out of the activities of the military and naval forces or the Coast Guard, during time of war).

PART 2. ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS

Section 403. Claims of \$1,000 or less

This section authorizes the head of each Federal agency, or his designee, to adjust claims accruing on and after January 1, 1945, not exceeding \$1,000 on account of property loss or damage or personal injury or death caused by the negligence or wrongful act or omission of a Government employee of such agency while acting within the scope of his employment. In general, any award or determination is final and conclusive, except when procured by means of fraud. The acceptance of any award, compromise, or settlement releases both the Government and the employee from liability.

Section 404. Reports

Under this section the heads of Federal agencies are required to make an annual report to Congress of all claims paid under this part.

PART 3. SUITS ON TORT CLAIMS

Section 410. Jurisdiction

This section vests exclusive jurisdiction in the United States district courts over claims against the United States, accruing on and after January 1, 1945, on account of property loss or damage or personal injury or death caused by the negligence or wrongful act or omission of a Government employee while acting within the scope of his employment. The trial will be without a jury as is now the case in suits under the Tucker Act. The liability of the United States will be the same as that of a private person under like circumstance, in accordance with the local law, except that no punitive damages and no interest prior to judgment may be recovered.

Suit may not be instituted on a claim presented to a Federal agency under part 2 until it has been finally disposed of by the agency or withdrawn from consideration of the agency, and in any case suit shall not be brought for any sum in excess of the amount of the claim presented to the Federal agency except where based upon newly discovered evidence or evidence of intervening facts.

Section 411. Procedure

This section provides that the practice and procedure shall be in accordance with the Rules of Civil Procedure, and the same provision for counterclaim and set-off, for interest upon judgments, and for payment of judgments are applicable as in cases brought in the district courts under the Tucker Act.

Section 412. Review

Final judgments in the district courts are made subject to review by appeal to the circuit court of appeals or, with the written consent of all appellees, to the Court of Claims. Judgment would then be subject to review by the Supreme Court to the same extent as in other cases in the circuit courts of appeal.

Section 413. Compromise

This section authorizes the Attorney General to arbitrate, compromise, or settle any claim cognizable under this part, after the institution of suit thereon.

PART 4. PROVISIONS COMMON TO PART 2 AND PART 3

Section 420. Statute of limitations

This section prescribes a limitation period of 1 year for presentation of claims to Federal agencies or filing of suits in the district courts. If the claim is presented to a Federal agency an additional period of 6 months is provided from the time of disposition by the agency or withdrawal of the claim within which to file suit.

Section 421. Exceptions

This section specifies types of claim which would not be covered by the title. They include claims based upon the performance or nonperformance of discretionary functions or duties; claims based upon the act or omission of a Government employee exercising due care in the execution of a statute or regulation; claims based upon action of the Treasury Department under its blacklisting or freezing powers; claims seeking to test the constitutionality of legislation or the legality of a rule or regulation; claims arising from the administration of the Trading With the Enemy Act; and claims which relate to certain governmental activities which should be free from the threat of damage suit, or for which adequate remedies are already available. These exemptions cover claims arising out of the loss or miscarriage of postal matter; the assessment or collection of taxes or assessments; the detention of goods by customs officers; admiralty and maritime torts; deliberate torts such as assault and battery; and others. There are also excluded claims arising out of the activities of the military and naval forces, or the Coast Guard, during time of war, and claims arising in a foreign country.

Section 422. Attorney's fees

This section authorizes the court or the administrative officer, as the case may be, to fix reasonable attorney's fees. If the recovery is \$500 or more, such fees may not exceed 10 percent of the administrative award or 20 percent of the judgment; but in any case the attorney's fees allowed must be paid out of, but not in addition to, the judgment or award. Criminal penalties are provided for charging or collecting fees in excess of the maximum.

Section 423. Exclusivity of remedy

This section provides that after the effective date of the title, the authority of any Federal agency to sue and be sued in its own name will no longer be applicable to torts cognizable under this title. This will place torts of "suable" agencies of the United States upon precisely the same footing as torts of "nonsuable" agencies. In both cases, the suits would be against the United States, subject to the limitations and safeguards of the bill; and in both cases the exceptions of the bill would apply either by way of preventing recovery at all or by way of leaving recovery to some other act, as, for example, the Suits in Admiralty Act. It is intended that neither corporate status nor "sue and be sued" clauses shall, alone, be the basis for suits for money recovery sounding in tort.

Section 424. Certain statutes inapplicable

This section provides that as to claims cognizable under part 2 of the title existing provisions of law authorizing administrative adjustment of such claims are repealed. Provisions of law authorizing adjustment of claims not cognizable under part 2 would remain unaffected as to such claims.

TITLE V—GENERAL BRIDGE ACT

The object of the proposed title is to eliminate the necessity of a special act of Congress to authorize the construction of each individual bridge by giving general consent to all bridges the location, plans, and specifications of which are approved by the Secretary of War and the Chief of Engineers.

The title does not apply to bridges over waters the navigable portion of which lies wholly within one State, and in such cases under the act of March 3, 1899 (30 Stat. 1151; U.S. Code, title 33, sec. 401) authorization by the State legislature will still be necessary. The plans and specifications for these bridges will still need the approval of the Secretary of War and the Chief of Engineers.

This title does not repeal the General Bridge Act of 1906 (34 Stat. 84; U.S.C., title 33, sec. 491), but supersedes such act with respect to bridges over navigable waters of the United States, the construction of which is hereafter approved, and it is contemplated that all such bridges will hereafter be constructed under the provisions of this title. However, it may be noted that even through section 121 of the bill prohibits the receipt or consideration in either House of Congress of a private bill or resolution authorizing the construction of a bridge across a navigable stream, the two Houses may suspend such rule and grant such consent by a special act in accordance with the provisions of the General Bridge Act of 1906. In any case in which that event occurs, the provisions of the 1906 act will apply.

This title does not apply to the bridges specified in the act of August 21, 1935 (49 Stat. 670; U.S.C., title 33, secs. 503-506). That act permits the Secretary of War to set reasonable tolls on bridges constructed under the authority of acts prior to the act of March 3, 1899, cited above; nor does it apply to the act of June 21, 1940 (54 Stat. 497; U.S.C., title 33, secs. 511-523), which is an act to provide for the alteration of railroad bridges and for the apportionment of the cost of such alterations between the United States and the owners of such bridges.

Section 501. Short title

This section provides a short title, namely, the "General Bridge Act of 1946."

Section 502. Consent of Congress

This section contains a general grant of the consent of Congress for the construction, maintenance, and operation of bridges over navigable waters in accordance with the provisions of this title. Location and plans are to be approved by the Chief of Engineers and the Secretary of War who may impose any specific conditions that they deem necessary in the interest of public navigation. In the case of privately owned highway toll bridges the location and plans must be approved by the highway departments of the State or States in which the bridge and its approaches are situated, and if in any such case the States are unable to agree or they, or either of them, fail or refuse to act upon the location and plans submitted, the location and plans will then be submitted to the Federal Public Roads Administration, and, if approved by the Public Roads Administration, approval by the State highway departments is not required.

Section 503. Tolls

This section provides for the regulation of tolls over interstate bridges and authorizes the Secretary of War from time to time to prescribe reasonable rates of toll.

Section 504. Acquisition by public agencies

This section authorizes acquisition by public agencies of any interstate toll bridge and limits the damages or compensation to be allowed, after 5 years after the completion of the bridge, to cost of construction,

acquiring interests in real property, financing and promotion costs not to exceed 10 percent of the sum of the foregoing, and actual expenditures for necessary improvements. In such cases no allowances will be made for good will, going value, or prospective revenues or profits.

Section 505. Statements of cost

Under this section the owner is required to file with the Secretary of War and the highway departments detailed statements of cost. Provision is made for investigation of such costs by the Secretary of War and his findings shall be conclusive for purposes of section 504, subject only to review in a court of equity for fraud or gross mistake.

Section 506. Sinking fund

This section provides that in the case of interstate toll bridges constructed or taken over by a public agency, the rates of toll shall be so adjusted as to provide a fund sufficient to pay for the reasonable cost of maintaining, repairing, and operating the bridge and its approaches under economical management, and to provide a sinking fund sufficient to amortize the amount paid therefor, including reasonable interest and financing cost, as soon as possible under reasonable charges, but within a period of not to exceed 20 years from the date of construction or acquisition. After a sinking fund sufficient for such amortization has been provided the bridge shall thereafter be maintained and operated free of tolls.

Section 507. Applicability of title

This title is to apply only to bridges over navigable waters of the United States the construction of which is hereafter approved under the provisions of this title.

Section 508. International bridges

This section specifically excepts from the application of the title bridges which will connect the United States or any Territory or possession of the United States with any foreign country.

Section 509. Eminent domain

This section grants the right of eminent domain to persons or public agencies authorized to build bridges between two or more States.

Section 510. Penalties

This section imposes criminal penalties for violation of orders of the Secretary of War or the Chief of Engineers, and for refusal to produce books, papers, or documents required under the title.

Section 511. Rights reserved

This section is the usual reservation of the right to alter, amend, or repeal.

TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

This title accomplishes two purposes. First, it increases the compensation of Members of Congress to \$15,000 per annum, and the compensation of the Speaker and the Vice President to \$20,000 per annum. Second, it provides a system of retirement pay for Members of Congress similar to that accorded to Government officers and employees generally.

Section 601. Compensation of Members of Congress

This section increases the compensation of Senators, Representatives in Congress, Delegates from Territories, and the Resident Commissioner from Puerto Rico to \$15,000 per annum; and the compensation of the Speaker of the House of Representatives and the Vice President to \$20,000 per annum. As an incident to these increases the section contains two additional provisions:

(1) It provides that for the purpose of section 23(a)(1)(A) of the Internal Revenue Code (relating to the deductibility of trade and business expenses), in the case of Senators, Representatives, Delegates, and Resi-

dent Commissioners their home shall be considered to be their place of residence within the State, Territory, or possession from which they are such a Member, Delegate, or Resident Commissioner. This will in effect permit these officials to deduct business expenses, including board and lodging in Washington, and other expenses incident to their absence from home on congressional service.

(2) The provision of the Legislative Branch Appropriation Act, 1946, providing for the \$2,500 expense allowance for Representatives, Delegates, and the Resident Commissioner from Puerto Rico is repealed.

Section 602. Retirement pay of Members of Congress

Subsection (a) of this section amends section 3(a) of the Civil Service Retirement Act of May 29, 1930, so as to remove the exclusion contained therein with respect to Members of Congress. Section 3(a), which relates to coverage under the act, reads in part as follows:

"SEC. 3. (a) This Act shall apply to all officers and employees in or under the executive, judicial, and legislative branches of the United States Government * * * except elective officers and heads of executive departments."

The amendment would insert after the words "elective officers" the words "in the executive branch of the Government", thus confining the exclusion of elective officers to the President and the Vice President.

Subsection (b) of the section would add a new section 3A to the Retirement Act. This new section would outline the respects in which the Retirement Act would operate differently in the case of a Member of Congress, and, except as provided in this section, the provisions of the Retirement Act would apply in the same manner to Members of Congress as to other persons covered by such act.

Paragraph (1) provides that no Member of Congress shall be subject to the provisions of the act unless he so elects. His election could be made at any time within 6 months after the date of enactment or at any time within 6 months after taking an oath of office as a Member of Congress. He would be required, however, to make his election while serving as a Member of Congress. Thus a Member could not wait until he is out of office and then elect to come under the act; nor would the amendment confer any rights upon former Members of Congress. Any such person who later becomes a Member of Congress would, of course, have a further opportunity at that time to elect to come within the purview of the act, and, if he so elected, he would get credit for his prior service as a Member of Congress.

Members of Congress electing to become subject to the provisions of the act would be required, from the date of such election, to contribute to the retirement fund at the rate of 8 percent of their pay rather than at 5 percent as in the case of other persons subject to the act. Deposits made for the purpose of purchasing credit for past service performed prior to the date of enactment, however, would be made at the same rates as in the case of other persons, that is, 5 percent for service between July 1, 1942, and the date of enactment; 3½ percent for service between July 1, 1926, and July 1, 1942; and 2½ percent for service between July 31, 1920, and July 1, 1926. No deposit is required for service prior to July 31, 1920.

A Member of Congress would not be eligible for a superannuation annuity under these provisions unless he had served as a Member of Congress for at least 6 years, and unless he contributes or makes deposit for his last 5 years of congressional service. If his last 5 years of service are performed after the date of enactment, the contribution or deduction would be at the rate of 6 percent. However, if any portion of his last 5 years of service shall have been performed prior to

the date of enactment, the deposit for that portion would be at the rates (set forth in the preceding paragraph) in effect at the time such service was performed, and would be based on the salary he received at such time. An exception to the rule that the last 5 years of congressional service must be contributed for is contained in paragraph 7 of the amendment and perhaps should be mentioned at this point. In a case in which a Member of Congress qualifies for and receives an annuity but thereafter is again elected to Congress, his annuity will be suspended during the period in which he holds office. Although this subsequent service will now form at least a part of his last 5 years of service, his annuity will be resumed when he relinquishes office even though he does not elect to have deductions made during this period. As hereafter explained, however, the annuity will not be recomputed to allow credit for the subsequent service unless such deductions are made.

If the Member of Congress is 62 or over when he leaves office his annuity would become payable on the first day of the month following the month in which he leaves office. If, however, he leaves office prior to attaining the age of 62, his annuity would not commence until the first day of the month following the month in which he reaches age 62.

As in the case of other persons subject to the Retirement Act, a Member of Congress could, irrespective of age, retire after 5 years' service if he were to become totally disabled for useful and efficient service, and be paid an annuity computed in the manner set forth in the following paragraph. In order to qualify for a disability annuity, the Member of Congress, however, must have contributed or made deposit for his last 5 years of service as required in the case of the annuity based on age and service.

The annuity of a Member of Congress under this section would, if he contributed or made deposit for all congressional service subsequent to July 31, 1920, be an amount equal to 2½ percent of the average annual pay he received as a Member of Congress multiplied by his years of service as a Member of Congress, but no annuity would be permitted to exceed three-fourths of the annual rate of compensation received by such Member at the date of his separation from the service. For the purposes of computing average annual pay, only basic compensation would be considered. The compensation provided by law for the Speaker of the House and of the President pro tempore of the Senate when there is no Vice President would, of course, be considered pay for service as a Member of Congress for such purposes.

If the Member of Congress failed to contribute or make deposit for all his years of congressional service the years for which he did not contribute or make deposit would nevertheless be included in computing his annuity, but the annuity would be reduced by an amount equal to the amount of annuity which his contributions or deposit including interest thereon for such years would purchase if made. Since service other than as a Member of Congress cannot be used in computing the annuity under this provision, failure to make deposit for such service would not result in reduction of such annuity.

The amount of annuity payable to a Member of Congress would also be affected by any election which he might make under section 4 (c) or (d) of the Retirement Act. Ordinarily, any unexpended part of the principal of an annuity is returned, upon the annuitant's death, to his beneficiary. Under section 4(c), however, he may elect to receive an increased annuity with forfeiture at his death of any unexpended part of the principal. Also, under section 4(d), he may elect to receive a reduced annuity during his life, and an annuity after his death payable to his beneficiary.

A Member who becomes separated without having served at least 6 years as a Member of Congress will be entitled under paragraph 6 to a refund of all amounts deducted from his pay for retirement purposes, with interest at 4 percent to the date of separation, unless, of course, he is receiving a disability annuity. In any case in which a Member receives a refund under this paragraph, and later has additional service which qualifies him for annuity, he must redeposit the amount refunded to him with interest, in order to receive such annuity.

No annuity will be payable to any person under the act during any period in which he holds office under, or is employed by, the United States. Paragraph 7 provides that if a person qualifies for and receives an annuity and later takes office as a Member of Congress, the payment of his annuity will be suspended so long as he holds such office. When he relinquishes office, however, his annuity will be resumed and, if he has elected to have deductions made from his salary for such period, his annuity will be recomputed to reflect credit for the additional service.

Under the Retirement Act at present service as a Member of Congress is creditable for annuity purposes in cases where the annuitant had other governmental service which was within the purview of the act. This would be changed under the amendment so

that in any case in which a person can qualify for a congressional annuity (i.e., if he has 6 years of service as a Member of Congress any of which occurs after the date of enactment of the amendment) his service as a Member of Congress cannot be credited for the purposes of a regular annuity under the act, and any amounts which he may have contributed with respect to his other governmental service, if less than 5 years, would be refunded. If, however, he has less than 6 years of service as a Member of Congress, or if all of his congressional service was performed prior to the enactment of the amendment, such service can be credited for the purposes of a regular annuity provided he has other Government service bringing him under the act. In no case can service other than service as a Member of Congress be considered in computing a congressional annuity under the amendment. There may be instances, of course, where a person has six or more years of service as a Member of Congress thus qualifying him for an annuity under the amendment, and also has five or more years of other governmental service performed either prior to or after his congressional service, also qualifying him for an annuity under other provisions of the act. In such a case the annuity payable would be equal to the aggregate of the two annuities separately computed. It should be emphasized, however, that a period of service credited for the purposes of the one computation may in no event be credited for the purposes of the other computation.

Certain provisions of the Retirement Act are obviously incompatible with constitutional provisions relating to terms of office and removal of Members of Congress. Thus the provisions of the act relating to automatic separation from the service and to retirement at the request of the head of a department, branch, or agency of the Government, would not be applicable to Members of Congress who come within the provisions of the act.

The amendment would apply only to the Senators and Representatives in Congress, to the Delegates from Alaska and Hawaii and to the Resident Commissioner from Puerto Rico.

The following table indicates the amounts of annuity payable under S. 2177 to Members of Congress whose services are terminated January 2, 1947, according to indicated entry date into service and whether full contributions for all prior service or only contributions for the last 5 years of service have been made. In the latter case the annuity payable is shown for indicated select ages.

Date of entry into service	Annuity payable if full contributions for all prior service are made	Annuity payable at indicated ages if contributions are made only for the last 5 years of service ¹				Date of entry into service	Annuity payable if full contributions for all prior service are made	Annuity payable at indicated ages if contributions are made only for the last 5 years of service ¹			
		62	65	70	75			62	65	70	75
Jan. 3, 1941.....	\$1,500	\$1,465	\$1,463	\$1,458	\$1,451	Mar. 4, 1925.....	\$5,458	\$54,673	\$4,913	\$4,498	\$4,341
Jan. 3, 1939.....	2,000	1,892	1,884	1,868	1,816	Mar. 4, 1923.....	5,833	4,975	4,913	4,783	4,612
Jan. 3, 1937.....	2,500	2,313	2,299	2,271	2,233	Mar. 4, 1921.....	6,208	5,271	5,203	5,061	4,875
Jan. 3, 1935.....	3,000	2,727	2,707	2,666	2,611	Mar. 4, 1919.....	6,583	5,621	5,551	5,406	5,215
Mar. 4, 1933.....	3,458	3,100	3,074	3,020	2,949	Mar. 4, 1917.....	6,958	5,996	5,926	5,781	5,590
Mar. 4, 1931.....	3,958	3,500	3,467	3,398	3,307	Mar. 4, 1915.....	7,333	6,371	6,301	6,156	5,965
Mar. 4, 1929.....	4,458	3,892	3,851	3,766	3,653	Mar. 4, 1913.....	7,500	6,538	6,468	6,323	6,132
Mar. 4, 1927.....	4,958	4,275	4,226	4,123	3,987						

¹ The paradoxical situation of persons receiving less at the older ages where full contributions have not been made for all service rendered after July 1920 is due to the fact that the full annuity is reduced by the actuarial equivalent of the amount of indebtedness to the fund. The actuarial equivalent therefore increases with age.

E10090

CONGRESSIONAL RECORD — Extensions of Remarks November 26, 1969

The above table is computed on the basis of compensation heretofore received and, of course, the amounts will be increased as time goes on if the provisions of section 601, providing for increased compensation for Members of Congress, are enacted.

TITLE VII—SELF-GOVERNMENT FOR THE DISTRICT OF COLUMBIA

This title, which provided for the preparation of a charter designed to provide a form of municipal government for the District of Columbia, and a referendum thereon of District residents, was stricken from the bill by the committee, for the reasons given in the general statement above.

[Reproduced by the Library of Congress, Legislative Reference Service, June 27, 1969]

S. 2177

An act to provide for increased efficiency in the legislative branch of the Government

Mr. La Follette; Special Committee on the Organization of Congress, 4881.—Reported with amendment (S. Rept. 1400), 5958.—Debated in Senate, 6344, 6365-6375, 6390-6398, 6439-6454, 6455-6466, 6466-6469, 6517-6521, 6522-6541, 6547-6575.—Amended and passed Senate, 6578.—Made special order (H. Res. 717), 10037.—Debated, amended, and passed House, 10039-10104.—Senate concurs in House amendment, 10139-10162.—Examined and signed, 10329, 10411.—Presented to the President, 10412.—Approved [Public, No. 601], 10740.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled.

SHORT TITLE

That (a) this Act, divided into titles and sections according to the following table of contents, may be cited as the "Legislative Reorganization Act of 1946":

TABLE OF CONTENTS

TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

Sec. 101. Rule-making power of the Senate and House.

PART I—STANDING RULES OF THE SENATE

Sec. 102. Standing committees of the Senate.
Committee on Agriculture and Forestry.
Committee on Appropriations.
Committee on Armed Services.
Committee on Banking and Currency.
Committee on Civil Service.
Committee on the District of Columbia.
Committee on Expenditures in the Executive Departments.
Committee on Finance.
Committee on Foreign Relations.
Committee on Interstate and Foreign Commerce.
Committee on the Judiciary.
Committee on Labor and Public Welfare.
Committee on Public Lands.
Committee on Public Works.
Committee on Rules and Administration.

Sec. 103. Appropriations.

PART 2—RULES OF THE HOUSE OF REPRESENTATIVES

Sec. 121. Standing committees of the House of Representatives.
Committee on Agriculture.
Committee on Appropriations.
Committee on Armed Services.
Committee on Banking and Currency.
Committee on Post Office and Civil Service.
Committee on the District of Columbia.

Sec. 121.—Continued
Committee on Education and Labor.
Committee on Expenditures in the Executive Departments.
Committee on Foreign Affairs.
Committee on House Administration.
Committee on Interstate and Foreign Commerce.
Committee on the Judiciary.
Committee on Merchant Marine and Fisheries.
Committee on Public Lands.
Committee on Public Works.
Committee on Rules.
Committee on Un-American Activities.

Committee on Veterans' Affairs.
Committee on Ways and Means.
Sec. 122. Delegates and Resident Commissioners.

Sec. 123. Reference of Private Claims Bills.

PART 3—PROVISIONS APPLICABLE TO BOTH HOUSES

Sec. 131. Private bills banned.
Sec. 132. Congressional adjournment.
Sec. 133. Committee procedure.
Sec. 134. Committee powers.
Sec. 135. Conference rules on amendments in nature of substitute.
Sec. 136. Legislative oversight by standing committees.
Sec. 137. Decisions on questions of committee jurisdiction.
Sec. 138. Legislative Budget.
Sec. 139. Hearings and reports by Appropriations Committees.
Sec. 140. Records of Congress.
Sec. 141. Preservation of committee hearings.
Sec. 142. Effective date.

TITLE II—MISCELLANEOUS

PART 1—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

Sec. 201. Increase in compensation for certain Congressional officers.
Sec. 202. Committee staffs.
Sec. 203. Legislative Reference Service.
Sec. 204. Office of the Legislative Counsel.
Sec. 205. Studies by Comptroller General.
Sec. 206. Expenditure analyses by Comptroller General.
Sec. 207. Correction of Military and Naval Records.

PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

Sec. 221. Improvement of Congressional Record.
Sec. 222. Joint Committee on Printing.
Sec. 223. Joint Committee on the Library.
Sec. 224. Transfer of functions.
Sec. 225. Joint Committee on the Economic Report.
Sec. 226. Economic Report of the President.

PART 3—PROVISIONS RELATING TO CAPITOL AND PAGES

Sec. 241. Remodeling of caucus rooms and restaurants.
Sec. 242. Assignment of Capitol space.
Sec. 243. Senate and House pages.
Sec. 244. Authorization of appropriations and personnel.
Sec. 245. Effective date.

TITLE III—REGULATION OF LOBBYING ACT

Sec. 301. Short title.
Sec. 302. Definitions.
Sec. 303. Detailed accounts of contributions.
Sec. 304. Receipts for contributions.
Sec. 305. Statements to be filed with Clerk of House.
Sec. 306. Statement preserved for two years.
Sec. 307. Persons to whom applicable.
Sec. 308. Registration with Secretary of the Senate and Clerk of the House.
Sec. 309. Reports and statements to be made under oath.
Sec. 310. Penalties.
Sec. 311. Exemption.

TITLE IV—FEDERAL TORT CLAIMS ACT

PART 1—SHORT TITLE AND DEFINITIONS

Sec. 401. Short title.
Sec. 402. Definitions.

PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS AGAINST THE UNITED STATES

Sec. 403. Claims of \$1,000 or less.
Sec. 404. Reports.

PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED STATES

Sec. 410. Jurisdiction.
Sec. 411. Procedure.
Sec. 412. Review.
Sec. 413. Compromise.

PART 4—PROVISIONS COMMON TO PART 2 AND PART 3

Sec. 420. One year statute of limitations.
Sec. 421. Exceptions.
Sec. 422. Attorneys' fees.
Sec. 423. Exclusiveness of remedy.
Sec. 424. Certain statutes inapplicable.

TITLE V—GENERAL BRIDGE ACT

Sec. 501. Short title.
Sec. 502. Consent of Congress.
Sec. 503. Tolls.
Sec. 504. Acquisition by public agencies.
Sec. 505. Statements of cost.
Sec. 506. Sinking fund.
Sec. 507. Applicability of title.
Sec. 508. International bridges.
Sec. 509. Eminent domain.
Sec. 510. Penalties.
Sec. 511. Rights reserved.

TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

Sec. 601. Compensation of Members of Congress.
Sec. 602. Retirement pay of Members of Congress.

SEPARABILITY CLAUSE

(b) If any provision of this Act or the application thereof to any person or circumstances is held invalid, the validity of the remainder of the Act and of the application of such provision to other persons and circumstances shall not be affected thereby.

TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

RULE-MAKING POWER OF THE SENATE AND HOUSE

Sec. 101. The following sections of this title are enacted by the Congress:

(a) As an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply; and such rules shall supersede other rules only to the extent that they are inconsistent therewith; and

(b) With full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

PART 1—STANDING RULES OF THE SENATE
STANDING COMMITTEES OF THE SENATE

Sec. 102. Rule XXV of the Standing Rules of the Senate is amended to read as follows:

"RULE XXV

"STANDING COMMITTEES

"(1) The following standing committees shall be appointed at the commencement of each Congress, with leave to report by bill or otherwise:

"(a) Committee on Agriculture and Forestry, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Agriculture generally.

"2. Inspection of livestock and meat products.

"3. Animal industry and disease of animals.

"4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.

"5. Agricultural colleges and experiment stations.

"6. Forestry in general, and forest reserves other than those created from the public domain.

"7. Agricultural economics and research.

"8. Agricultural and industrial chemistry.

"9. Dairy industry.

"10. Entomology and plant quarantine.

"11. Human nutrition and home economics.

"12. Plant industry, soils, and agricultural engineering.

"13. Agricultural educational extension services.

"14. Extension of farm credit and farm security.

"15. Rural electrification.

"16. Agricultural production and marketing and stabilization of prices of agricultural products.

"17. Crop insurance and soil conservation.

"(b) Committee on Appropriations, to consist of twenty-one Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Appropriation of the revenue for the support of the Government.

"(c) Committee on Armed Services, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Common defense generally.

"2. The War Department and the Military Establishment generally.

"3. The Navy Department and the Naval Establishment generally.

"4. Soldiers' and sailors' homes.

"5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

"6. Selective service.

"7. Size and composition of the Army and Navy.

"8. Forts, arsenals, military reservations, and navy yards.

"9. Ammunition depots.

"10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.

"11. Conservation, development, and use of naval petroleum and oil shale reserves.

"12. Strategic and critical materials necessary for the common defense.

"(d) Committee on Banking and Currency, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Banking and currency generally.

"2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

"3. Deposit insurance.

"4. Public and private housing.

"5. Federal Reserve System.

"6. Gold and silver, including the coinage thereof.

"7. Issuance of notes and redemption thereof.

"8. Valuation and revaluation of the dollar.

"9. Control of prices of commodities, rents, or services.

"(e) Committee on Civil Service, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. The Federal civil service generally.

"2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.

"4. Postal-savings banks.

"5. Census and the collection of statistics generally.

"6. The National Archives.

"(f) Committee on the District of Columbia, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.

"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) (1) Committee on Expenditures in the Executive Departments, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the Senate as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.

"(h) Committee on Finance, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. Tariffs and import quotas, and matters related thereto.

"9. National social security.

"10. Veterans' measures generally.

"11. Pensions of all the wars of the United States, general and special.

"12. Life insurance issued by the Government on account of service in the armed forces.

"13. Compensation of veterans.

"(i) Committee on Foreign Relations, to consist of thirteen Senators, to which com-

mittee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Relations of the United States with foreign nations generally.

"2. Treaties.

"3. Establishment of boundary lines between the United States and foreign nations.

"4. Protection of American citizens abroad and expatriation.

"5. Neutrality.

"6. International conferences and congresses.

"7. The American National Red Cross.

"8. Intervention abroad and declarations of war.

"9. Measures relating to the diplomatic service.

"10. Acquisition of land and buildings for embassies and legations in foreign countries.

"11. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.

"12. United Nations Organization and international financial and monetary organizations.

"13. Foreign loans.

"(j) Committee on Interstate and Foreign Commerce, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Interstate and foreign commerce generally.

"2. Regulation of interstate railroads, busses, trucks, and pipe lines.

"3. Communication by telephone, telegraph, radio, and television.

"4. Civil aeronautics.

"5. Merchant marine generally.

"6. Registering and licensing of vessels and small boats.

"7. Navigation and the laws relating thereto, including pilotage.

"8. Rules and international arrangements to prevent collisions at sea.

"9. Merchant marine officers and seamen.

"10. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels.

"11. Coast and Geodetic Survey.

"12. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts.

"13. The United States Coast Guard and Merchant Marine Academies.

"14. Weather Bureau.

"15. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.

"16. Inland waterways.

"17. Fisheries and wildlife, including research, restoration, refuges, and conservation.

"18. Bureau of Standards including standardization of weights and measures and the metric system.

"(k) Committee on the Judiciary, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Judicial proceedings, civil and criminal, generally.

"2. Constitutional amendments.

"3. Federal courts and judges.

"4. Local courts in the Territories and possessions.

"5. Revision and codification of the statutes of the United States.

"6. National penitentiaries.

"7. Protection of trade and commerce against unlawful restraints and monopolies.

"8. Holidays and celebrations.

"9. Bankruptcy, mutiny, espionage, and counterfeiting.

"10. State and Territorial boundary lines.

"11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.

"12. Civil liberties.

"13. Patents, copyrights, and trade-marks.

"14. Patent Office.

"15. Immigration and naturalization.

"16. Apportionment of Representatives.

"17. Measures relating to claims against the United States.

"18. Interstate compacts generally.

"(l) Committee on Labor and Public Welfare, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Measures relating to education, labor, or public welfare generally.

"2. Mediation and arbitration of labor disputes.

"3. Wages and hours of labor.

"4. Convict labor and the entry of goods made by convicts into interstate commerce.

"5. Regulation or prevention of importation of foreign laborers under contract.

"6. Child labor.

"7. Labor statistics.

"8. Labor standards.

"9. School-lunch program.

"10. Vocational rehabilitation.

"11. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

"12. United States Employees' Compensation Commission.

"13. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and Saint Elizabeth's Hospital.

"14. Public health and quarantine.

"15. Welfare of miners.

"16. Vocational rehabilitation and education of veterans.

"17. Veterans' hospitals, medical care and treatment of veterans.

"18. Soldiers' and sailors' civil relief.

"19. Readjustment of servicemen to civil life.

"(m) Committee on Public Lands, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Public lands generally, including entry, easements, and grazing thereon.

"2. Mineral resources of the public lands.

"3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.

"4. Forest reserves and national parks created from the public domain.

"5. Military parks and battlefields, and national cemeteries.

"6. Preservation of prehistoric ruins and objects of interest on the public domain.

"7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting their revenue and appropriations.

"8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.

"9. Interstate compacts relating to apportionment of waters for irrigation purposes.

"10. Mining interests generally.

"11. Mineral land laws and claims and entries thereunder.

"12. Geological survey.

"13. Mining schools and experimental stations.

"14. Petroleum conservation and conservation of the radium supply in the United States.

"15. Relations of the United States with the Indians and the Indian tribes.

"16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and

general and special measures relating to claims which are paid out of Indian funds.

"(n) The Committee on Public Works, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials and other matters relating to the following subjects:

"1. Flood control and improvement of rivers and harbors.

"2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).

"3. Water power.

"4. Oil and other pollution of navigable waters.

"5. Public buildings and occupied or improved grounds of the United States generally.

"6. Measures relating to the purchase of sites and construction of post offices, custom-houses, Federal courthouses, and Government buildings within the District of Columbia.

"7. Measures relating to the Capitol building and the Senate and House Office Buildings.

"8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

"9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

"10. Measures relating to the construction or maintenance of roads and post roads.

"(o) (1) Committee on Rules and Administration, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Matters relating to the payment of money out of the contingent fund of the Senate or creating a charge upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee.

"(B) Except as provided in paragraph (n) 8, matters relating to the Library of Congress and the Senate Library; statutory and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

"(C) Except as provided in paragraph (n) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

"(D) Matters relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; Federal elections generally; Presidential succession.

"(E) Matters relating to parliamentary rules; floor and gallery rules; Senate Restaurant; administration of the Senate Office Building and of the Senate Wing of the Capitol; assignment of office space; and services to the Senate.

"(F) Matters relating to printing and correction of the Congressional Record.

"(2) Such committee shall also have the duty of examining all bills, amendments, and joint resolutions after passage by the Senate; and, in cooperation with the Committee on House Administration of the House of Representatives, of examining all bills and joint resolutions which shall have passed both Houses, to see that the same are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the Senate, to the President of the United States in person, and report the fact and date of such presentation to the Senate. Such

committee shall also have the duty of assigning office space in the Senate Wing of the Capitol and in the Senate Office Building.

"(3) Each standing committee shall continue and have the power to act until their successors are appointed.

"(3) Each standing committee is authorized to fix the number of its members (but not less than one-third of its entire membership) who shall constitute a quorum thereof for the transaction of such business as may be considered by said committee, subject to the provisions of section 133(d) of the Legislative Reorganization Act of 1946.

"(4) Each Senator shall serve on two standing committees and no more; except that Senators of the majority party who are members of the Committee on the District of Columbia or of the Committee on Expenditures in the Executive Departments may serve on three standing committees and no more."

APPROPRIATIONS

SEC. 103. Rule XVI of the Standing Rules of the Senate is amended to read as follows:

"RULE XVI

"AMENDMENTS TO APPROPRIATION BILLS

"1. All general appropriation bills shall be referred to the Committee on Appropriations, and no amendments shall be received to any general appropriation bill the effect of which will be to increase an appropriation already contained in the bill, or to add a new item of appropriation, unless it be made to carry out the provisions of some existing law, or treaty stipulation, or Act, or resolution previously passed by the Senate during that session; or unless the same be moved by direction of a standing or select committee of the Senate, or proposed in pursuance of an estimate submitted in accordance with law.

"2. The Committee on Appropriations shall not report an appropriation bill containing amendments proposing new or general legislation or any restriction or the expenditure of the funds appropriated which proposes a limitation not authorized by law if such restriction is to take effect or cease to be effective upon the happening of a contingency, and if an appropriation bill is reported to the Senate containing amendments proposing new or general legislation or any such restriction, a point of order may be made against the bill, and if the point is sustained, the bill shall be recommitted to the Committee on Appropriations.

"3. All amendments to general appropriation bills moved by direction of a standing or select committee of the Senate, proposing to increase an appropriation already contained in the bill, or to add new items of appropriation, shall, at least one day before they are considered, be referred to the Committee on Appropriations, and when actually proposed to the bill no amendment proposing to increase the amount stated in such amendment shall be received; in like manner, amendments proposing new items of appropriation to river and harbor bills, establishing post roads, or proposing new post roads, shall, before being considered, be referred to the Committee on Public Works.

"4. No amendment which proposes general legislation shall be received to any general appropriation bill, or shall any amendment not germane or relevant to the subject matter contained in the bill be received; nor shall any amendment to any item or clause of such bill be received which does not directly relate thereto; nor shall any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law be received if such restriction is to take effect or cease to be effective upon the happening of a contingency; and all questions of relevancy of amendments under this rule, when raised, shall be submitted to the Senate and be decided without debate; and

any such amendment or restriction to a general appropriation bill may be laid on the table without prejudice to the bill.

"5. No amendment, the object of which is to provide for a private claim, shall be received to any general appropriation bill, unless it be to carry out the provisions of an existing law or a treaty stipulation, which shall be cited on the face of the amendment.

"6. (a) Three members of the following named committees, to be selected by their respective committees, shall be ex officio, members of the Committee on Appropriations, to serve on said committee when the annual appropriation bill making appropriations for the purpose specified in the following table opposite the name of the committee is being considered by the Committee on Appropriations:

Name of committee and purpose of Appropriation:

Committee on Agriculture and Forestry, for the Department of Agriculture.

Committee on Civil Service, for the Post Office Department.

Committee on Armed Services, for the Department of War; for the Department of the Navy.

Committee on the District of Columbia, for the District of Columbia.

Committee on Public Works, for Rivers and Harbors.

Committee on Foreign Relations, for the Diplomatic and Consular Service.

"(b) At least one member of each committee enumerated in subparagraph (a), to be selected by his or their respective committees, shall be a member of any conference committee appointed to confer with the House upon the annual appropriation bill making appropriations for the purposes specified in the foregoing table opposite the name of his or their respective committee.

"7. When a point of order is made against any restriction on the expenditure of funds appropriated in a general appropriation bill on the ground that the restriction violates this rule, the rule shall be construed strictly and, in case of doubt, in favor of the point of order."

PART 2—RULES OF THE HOUSE OF REPRESENTATIVES

STANDING COMMITTEES OF THE HOUSE OF REPRESENTATIVES

SEC. 121. (a) Rule X of the Rules of the House of Representatives is amended to read as follows:

"RULE X "STANDING COMMITTEES

"(a) There shall be elected by the House, at the commencement of each Congress, the following standing committees:

"1. Committee on Agriculture, to consist of twenty-seven Members.

"2. Committee on Appropriations, to consist of forty-three Members.

"3. Committee on Armed Services, to consist of thirty-three Members.

"4. Committee on Banking and Currency, to consist of twenty-seven Members.

"5. Committee on Post Office and Civil Service, to consist of twenty-five Members.

"6. Committee on the District of Columbia, to consist of twenty-five Members.

"7. Committee on Education and Labor, to consist of twenty-five Members.

"8. Committee on Expenditures in the Executive Departments, to consist of twenty-five Members.

"9. Committee on Foreign Affairs, to consist of twenty-five Members.

"10. Committee on House Administration, to consist of twenty-five Members.

"11. Committee on Interstate and Foreign Commerce, to consist of twenty-seven Members.

"12. Committee on the Judiciary, to consist of twenty-seven Members.

"13. Committee on Merchant Marine and Fisheries, to consist of twenty-five Members.

"14. Committee on Public Lands, to consist of twenty-five Members.

"15. Committee on Public Works, to consist of twenty-seven Members.

"16. Committee on Rules, to consist of twelve Members.

"17. Committee on Un-American Activities, to consist of nine Members.

"18. Committee on Veterans' Affairs, to consist of twenty-seven Members.

"19. Committee on Ways and Means, to consist of twenty-five Members.

"(b) (1) The Speaker shall appoint all select and conference committees which shall be ordered by the House from time to time.

"(2) At the commencement of each Congress, the House shall elect as chairman of each standing committee one of the Members thereof; in the temporary absence of the chairman, the Member next in rank in the order named in the election of the committee, and so on, as often as the case shall happen, shall act as chairman; and in case of a permanent vacancy in the chairmanship of any such committee the House shall elect another chairman.

"(3) All vacancies in standing committees in the House shall be filled by election by the House. Each Member shall be elected to serve on one standing committee and no more; except that Members who are elected to serve on the Committee on the District of Columbia or on the Committee on Un-American Activities may be elected to serve on two standing committees and no more, and Members of the majority party who are elected to serve on the Committee on Expenditures in the Executive Departments or on the Committee on House Administration may be elected to serve on two standing committees and no more."

(b) Rule XI of the Rules of the House of Representatives is amended to read as follows:

"RULE XI

"POWERS AND DUTIES OF COMMITTEES

"(1) All proposed legislation, messages, petitions, memorials, and other matters relating to the subjects listed under the standing committees named below shall be referred to such committees, respectively: *Provided*, That unless otherwise provided herein, any matter within the jurisdiction of a standing committee prior to January 2, 1947, shall remain subject to the jurisdiction of that committee or of the consolidated committee succeeding generally to the jurisdiction of that committee.

"(a) Committee on Agriculture.

"1. Agriculture generally.

"2. Inspection of livestock and meat products.

"3. Animal industry and diseases of animals.

"4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.

"5. Agricultural colleges and experiment stations.

"6. Forestry in general, and forest reserves other than those created from the public domain.

"7. Agricultural economics and research.

"8. Agricultural and industrial chemistry.

"9. Dairy industry.

"10. Entomology and plant quarantine.

"11. Human nutrition and home economics.

"12. Plant industry, soils, and agricultural engineering.

"13. Agricultural educational extension services.

"14. Extension of farm credit and farm security.

"15. Rural electrification.

"16. Agricultural production and marketing and stabilization of prices of agricultural products.

"17. Crop insurance and soil conservation.

"(b) Committee on Appropriations.

"1. Appropriation of the revenue for the support of the Government.

"(c) Committee on Armed Services.

"1. Common defense generally.

"2. The War Department and the Military Establishment generally.

"3. The Navy Department and the Naval Establishment generally.

"4. Soldiers' and sailors' homes.

"5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

"6. Selective service.

"7. Size and composition of the Army and Navy.

"8. Forts, arsenals, military reservations, and navy yards.

"9. Ammunition depots.

"10. Conservation, development, and use of naval petroleum and oil shale reserves.

"11. Strategic and critical materials necessary for the common defense.

"12. Scientific research and development in support of the armed services.

"(d) Committee on Banking and Currency.

"1. Banking and currency generally.

"2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

"3. Deposit insurance.

"4. Public and private housing.

"5. Federal Reserve System.

"6. Gold and silver, including the coinage thereof.

"7. Issuance of notes and redemption thereof.

"8. Valuation and revaluation of the dollar.

"9. Control of prices of commodities, rents, or services.

"(e) Committee on Post Office and Civil Service.

"1. The Federal civil service generally.

"2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.

"4. Postal-savings banks.

"5. Census and the collection of statistics generally.

"6. The National Archives.

"(f) Committee on the District of Columbia.

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.

"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) Committee on Education and Labor.

"1. Measures relating to education or labor generally.

"2. Mediation and arbitration of labor disputes.

"3. Wages and hours of labor.

"4. Convict labor and the entry of goods made by convicts into interstate commerce.

"5. Regulation or prevention of importation of foreign laborers under contract.

"6. Child labor.

"7. Labor statistics.

"8. Labor standards.

"9. School-lunch program.

"10. Vocational rehabilitation.

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"11. United States Employees' Compensation Commission.

"12. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and Saint Elizabeths Hospital.

"13. Welfare of miners.

"(h) (1) Committee on Expenditures in the Executive Departments.

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the House as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.

"(1) Committee on Foreign Affairs.

"1. Relations of the United States with foreign nations generally.

"2. Establishment of boundary lines between the United States and foreign nations.

"3. Protection of American citizens abroad and expatriation.

"4. Neutrality.

"5. International conferences and congresses.

"6. The American National Red Cross.

"7. Intervention abroad and declarations of war.

"8. Measures relating to the diplomatic service.

"9. Acquisition of land and buildings for embassies and legations in foreign countries.

"10. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.

"11. United Nations Organization and international financial and monetary organizations.

"12. Foreign loans.

"(J) (1) Committee on House Administration.

"(A) Employment of persons by the House, including clerks for Members and committees, and reporters of debates.

"(B) Expenditure of the contingent fund of the House.

"(C) The auditing and settling of all accounts which may be charged to the contingent fund.

"(D) Measures relating to accounts of the House generally.

"(E) Appropriations from the contingent fund.

"(F) Measures relating to services to the House, including the House Restaurant and administration of the House Office Buildings and of the House wing of the Capitol.

"(G) Measures relating to the travel of Members of the House.

"(H) Measures relating to the assignment of office space for Members and committees.

"(I) Measures relating to the disposition of useless executive papers.

"(J) Except as provided in paragraph (o) 8, matters relating to the Library of Congress and the House Library; statutory and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

"(K) Except as provided in paragraph (o) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

"(L) Matters relating to printing and correction of the Congressional Record.

"(M) Measures relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; and Federal elections generally.

"(2) Such committee shall also have the duty of—

"(A) examining all bills, amendments, and joint resolutions after passage by the House; and in cooperation with the Senate Committee on Rules and Administration, of examining all bills and joint resolutions which shall have passed both Houses, to see that they are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the House, to the President of the United States in person, and report the fact and date of such presentation to the House;

"(B) reporting to the Sergeant at Arms of the House the travel of Members of the House;

"(C) arranging a suitable program for each day observed by the House of Representatives as a memorial day in memory of Members of the Senate and House of Representatives who have died during the preceding period, and to arrange for the publication of the proceedings thereof.

"(K) Committee on Interstate and Foreign Commerce.

"1. Interstate and foreign commerce generally.

"2. Regulation of interstate and foreign transportation, except transportation by water not subject to the jurisdiction of the Interstate Commerce Commission.

"3. Regulation of interstate and foreign communications.

"4. Civil aeronautics.

"5. Weather bureau.

"6. Interstate oil compacts; and petroleum and natural gas, except on the public lands.

"7. Securities and exchanges.

"8. Regulation of interstate transmission of power, except the installation of connections between Government water power projects.

"9. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

"10. Public health and quarantine.

"11. Inland waterways.

"12. Bureau of Standards, standardization of weights and measures, and the metric system.

"(1) Committee on the Judiciary.

"1. Judicial proceedings, civil and criminal, generally.

"2. Constitutional amendments.

"3. Federal courts and judges.

"4. Local courts in the Territories and possessions.

"5. Revision and codification of the statutes of the United States.

"6. National penitentiaries.

"7. Protection of trade and commerce against unlawful restraints and monopolies.

"8. Holidays and celebrations.

"9. Bankruptcy, mutiny, espionage, and counterfeiting.

"10. State and Territorial boundary lines.

"11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.

"12. Civil liberties.

"13. Patents, copyrights, and trade-marks.

"14. Patent Office.

"15. Immigration and naturalization.

"16. Apportionment of Representatives.

"17. Measures relating to claims against the United States.

"18. Interstate compacts generally.

"19. Presidential succession.

"(m) Committee on Merchant Marine and Fisheries.

"1. Merchant marine generally.

"2. Registering and licensing of vessels and small boats.

"3. Navigation and the laws relating thereto, including pilotage.

"4. Rules and international arrangements to prevent collisions at sea.

"5. Merchant marine officers and seamen.

"6. Measures relating to the regulation of common carriers by water (except matters subject to the jurisdiction of the Interstate Commerce Commission) and to the inspection of merchant marine vessels, lights and signals, lifesaving equipment, and fire protection on such vessels.

"7. The Coast Guard, including lifesaving service, lighthouses, lightships, and ocean derelicts.

"8. United States Coast Guard and Merchant Marine Academies.

"9. Coast and Geodetic Survey.

"10. The Panama Canal and the maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone; and inter-oceanic canals generally.

"11. Fisheries and wildlife, including research, restoration, refuges, and conservation.

"(n) Committee on Public Lands.

"1. Public lands generally, including entry, easements, and grazing thereon.

"2. Mineral resources of the public lands.

"3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.

"4. Forest reserves and national parks created from the public domain.

"5. Military parks and battlefields, and national cemeteries.

"6. Preservation of prehistoric ruins and objects of interest on the public domain.

"7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting the revenue and appropriations.

"8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects, and acquisition of private lands when necessary to complete irrigation projects.

"9. Interstate compacts relating to apportionment of waters for irrigation purposes.

"10. Mining interests generally.

"11. Mineral land laws and claims and entries thereunder.

"12. Geological survey.

"13. Mining schools and experimental stations.

"14. Petroleum conservation on the public lands and conservation of the radium supply in the United States.

"15. Relations of the United States with the Indians and the Indian tribes.

"16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

"(o) Committee on Public Works.

"1. Flood control and improvement of rivers and harbors.

"2. Public works for the benefit of navigation, including bridges and dams (other than international bridges and dams).

"3. Water power.

"4. Oil and other pollution of navigable waters.

"5. Public buildings and occupied or improved grounds of the United States generally.

"6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.

"7. Measures relating to the Capitol Building and the Senate and House Office Buildings.

"8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

"9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

"10. Measures relating to the construction or maintenance of roads and post roads, other than appropriations therefor; but it shall not be in order for any bill providing general legislation in relation to roads to contain any provision for any specific road, nor for any bill in relation to a specific road to embrace a provision in relation to any other specific road.

"(p) Committee on Rules.

"1. The rules, joint rules, and order of business of the House.

"2. Recesses and final adjournments of Congress.

"(q) (1) Committee on Un-American Activities.

"(A) Un-American activities.

"(2) The Committee on Un-American Activities, as a whole or by subcommittee, is authorized to make from time to time investigations of (i) the extent, character, and objects of un-American propaganda activities in the United States, (ii) the diffusion within the United States of subversive and un-American propaganda that is instigated from foreign countries or of a domestic origin and attacks the principle of the form of government as guaranteed by our Constitution, and (iii) all other questions in relation thereto that would aid Congress in any necessary remedial legislation.

"The Committee on Un-American Activities shall report to the House (or to the Clerk of the House if the House is not in session) the results of any such investigation, together with such recommendations as it deems advisable.

"For the purpose of any such investigation, the Committee on Un-American Activities, or any subcommittee thereof, is authorized to sit and act at such times and places within the United States, whether or not the House is sitting, has recessed, or has adjourned, to hold such hearings, to require the attendance of such witnesses and the production of such books, papers, and documents, and to take such testimony, as it deems necessary. Subpenas may be issued under the signature of the chairman of the committee or any subcommittee, or by any member designated by any such chairman, and may be served by any person designated by any such chairman or member.

"(r) Committee on Veterans' Affairs.

"1. Veterans' measures generally.

"2. Pensions of all the wars of the United States, general and special.

"3. Life insurance issued by the Government on account of service in the armed forces.

"4. Compensation, vocational rehabilitation, and education of veterans.

"5. Veterans' hospitals, medical care, and treatment of veterans.

"6. Soldiers' and sailors' civil relief.

"7. Readjustment of servicemen to civil life.

"(s) Committee on Ways and Means.

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. National social security.

"(2) (a) The following-named committees shall have leave to report at any time on the matters herein stated, namely: The Committee on Rules—on rules, joint rules, and order of business; the Committee on House Administration—on the right of a Member to his seat, enrolled bills, on all matters referred to it of printing for the use of the House or the two Houses, and on all matters of expenditure of the contingent fund of the House; the Committee on Ways and Means—on bills raising revenue; the Committee on Appropriations—on the general appropriation bills; the Committee on Public Works—on bills authorizing the improvement of rivers and harbors; the Committee on the Public Lands—on bills for the forfeiture of land grants to railroad and other corporations, bills preventing speculation in the public lands, bills for the reservation of the public lands for the benefit of actual and bona fide settlers, and bills for the admission of new States; the Committee on Veterans Affairs—on general pension bills.

"(b) It shall always be in order to call up for consideration a report from the Committee on Rules (except it shall not be called up for consideration on the same day it is presented to the House, unless so determined by a vote of not less than two-thirds of the Members voting, but this provision shall not apply during the last three days of the session), and, pending the consideration thereof, the Speaker may entertain one motion that the House adjourn; but after the result is announced he shall not entertain any other dilatory motion until the said report shall have been fully disposed of. The Committee on Rules shall not report any rule or order which shall provide that business under paragraph 7 of rule XXIV shall be set aside by a vote of less than two-thirds of the Members present; nor shall it report any rule or order which shall operate to prevent the motion to recommit being made as provided in paragraph 4 of rule XVI.

"(c) The Committee on Rules shall present to the House reports concerning rules, joint rules, and order of business, within three legislative days of the time when ordered reported by the committee. If such rule or order is not considered immediately, it shall be referred to the calendar and if not called up by the Member making the report within seven legislative days thereafter, any member of the Rules Committee may call it up as a question of privilege and the Speaker shall recognize any member of the Rules Committee seeking recognition for that purpose. If the Committee on Rules shall make an adverse report on any resolution pending before the committee, providing for an order of business for the consideration by the House of any public bill or joint resolution, on days when it shall be in order to call up motions to discharge committees it shall be in order for any Member of the House to call up for consideration by the House any such adverse report, and it shall be in order to move the adoption by the House of said resolution adversely reported notwithstanding the adverse report of the Committee on Rules, and the Speaker shall recognize the Member seeking recognition for that purpose as a question of the highest privilege.

"(d) The Committee on House Administration shall make final report to the House in all contested-election cases not later than six months from the first day of the first regular session of the Congress to which the contestee is elected except in a contest from the Territory of Alaska, in which case the time shall not exceed nine months.

"(e) A standing committee of the House (other than the Committee on Appropriations) shall meet to consider any bill or resolution pending before it (A) on all regular meeting days selected by the committee; (B) upon the call of the chairman of the

committee; (C) if the chairman of the committee, after three days' consideration, refuses or fails, upon the request of at least three members of the committee, to call a special meeting of the committee within seven calendar days from the date of said request, then, upon the filing with the clerk of the committee of the written and signed request of a majority of the committee for a called special meeting of the committee, the committee shall meet on the day and hour specified in said written request. It shall be the duty of the clerk of the committee to notify all members of the committee in the usual way of such called special meeting.

"(f) The rules of the House are hereby made the rules of its standing committees so far as applicable, except that a motion to recess from day to day is hereby made a motion of high privilege in said committees."

DELEGATES AND RESIDENT COMMISSIONER

SEC. 122 Rule XII of the Standing Rules of the House of Representatives is amended to read as follows:

"RULE XII

"DELEGATES AND RESIDENT COMMISSIONER

"1. The Delegates from Hawaii and Alaska, and the Resident Commissioner to the United States from Puerto Rico, shall be elected to serve as additional members on the Committees on Agriculture, Armed Services, and Public Lands; and they shall possess in such committees the same powers and privileges as in the House, and may make any motion except to reconsider."

REFERENCE OF PRIVATE CLAIMS BILLS

SEC. 123. Paragraph 3 of rule XXI of the Standing Rules of the House of Representatives is amended to read as follows:

"3. No bill for the payment or adjudication of any private claim against the Government shall be referred, except by unanimous consent, to any other than the following committees, namely: To the Committee on Foreign Affairs and to the Committee on the Judiciary."

PART 3—PROVISIONS APPLICABLE TO BOTH HOUSES

PRIVATE BILLS BANNED

SEC. 131. No private bills or resolution (including so-called omnibus claims or pension bills), and no amendment to any bill or resolution, authorizing or directing (1) the payment of money for property damages, for personal injuries or death for which suit may be instituted under the Federal Tort Claims Act, or for a pension (other than to carry out a provision of law or treaty stipulation); (2) the construction of a bridge across a navigable stream; or (3) the correction of a military or naval record, shall be received or considered in either the Senate or the House of Representatives.

CONGRESSIONAL ADJOURNMENT

SEC. 132. Except in time of war or during a national emergency proclaimed by the President, the two Houses shall adjourn sine die not later than the last day (Sundays excepted) in the month of July in each year unless otherwise provided by the Congress.

COMMITTEE PROCEDURE

SEC. 133. (a) Each standing committee of the Senate and the House of Representatives (except the Committees on Appropriations) shall fix regular weekly, biweekly, or monthly meeting days for the transaction of business before the committee, and additional meetings may be called by the chairman as he may deem necessary.

(b) Each such committee shall keep a complete record of all committee action. Such record shall include a record of the votes on any question on which a record vote is demanded.

(c) It shall be the duty of the chairman of each such committee to report or cause to be

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reported promptly to the Senate or House of Representatives, as the case may be, any measure approved by his committee and to take or cause to be taken necessary steps to bring the matter to a vote.

(d) No measure or recommendation shall be reported from any such committee unless a majority of the committee were actually present.

(e) Each such standing committee shall, so far as practicable, require all witnesses appearing before it to file in advance written statements of their proposed testimony, and to limit their oral presentations to brief summaries of their argument. The staff of each committee shall prepare digests of such statements for the use of committee members.

(f) All hearings conducted by standing committees or their subcommittees shall be open to the public, except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session.

COMMITTEE POWERS

SEC. 134. (a) Each standing committee of the Senate, including any subcommittee of any such committee, is authorized to hold such hearings, to sit and act at such times and places during the sessions, recesses, and adjourned periods of the Senate, to require by subpoena or otherwise the attendance of such witnesses and the production of such correspondence, books, papers, and documents, to take such testimony and to make such expenditures (not in excess of \$10,000 for each committee during any Congress) as it deems advisable. Each such committee may make investigations into any matter within its jurisdiction, may report such hearings as may be had by it, and may employ stenographic assistance at a cost not exceeding 25 cents per hundred words. The expenses of the committee shall be paid from the contingent fund of the Senate upon vouchers approved by the chairman.

(b) Every committee and subcommittee serving the Senate and House of Representatives shall report the name, profession and total salary of each staff member employed by it, and shall make an accounting of funds appropriated to it and expended by it to the Secretary of the Senate and Clerk of the House of Representatives, as the case may be, at least once every six months, and such information shall be published periodically in the Congressional Directory when and as the same is issued and as Senate and House documents, respectively, every three months.

(c) No standing committee of the Senate or the House, except the Committee on Rules of the House, shall sit, without special leave, while the Senate or the House, as the case may be, is in session.

CONFERENCE RULES ON AMENDMENTS IN NATURE OF SUBSTITUTE

SEC. 135. (a) In any case in which a disagreement to an amendment in the nature of a substitute has been referred to conferees, it shall be in order for the conferees to report a substitute on the same subject matter; but they may not include in the report matter not committed to them by either House. They may, however, include in their report in any such case matter which is a germane modification of subjects in disagreement.

(b) In any case in which the conferees violate subsection (a), the conference report shall be subject to a point of order.

LEGISLATIVE OVERSIGHT BY STANDING COMMITTEES

SEC. 136. To assist the Congress in appraising the administration of the laws and in developing such amendments or related legislation as it may deem necessary, each standing committee of the Senate and the House of Representatives shall exercise continuous watchfulness of the execution by the administrative agencies concerned of any laws, the

subject matter of which is within the jurisdiction of such committee; and, for that purpose, shall study all pertinent reports and data submitted to the Congress by the agencies in the executive branch of the Government.

DECISIONS ON QUESTIONS OF COMMITTEE JURISDICTION

SEC. 137. In any case in which a controversy arises as to the jurisdiction of any standing committee of the Senate with respect to any proposed legislation, the question of jurisdiction shall be decided by the presiding officer of the Senate, without debate, in favor of that committee which has jurisdiction over the subject matter which predominates in such proposed legislation; but such decision shall be subject to an appeal.

LEGISLATIVE BUDGET

SEC. 138. (a) The Committee on Ways and Means and the Committee on Appropriations of the House of Representatives, and the Committee on Finance and the Committee on Appropriations of the Senate, or duly authorized subcommittees thereof, are authorized and directed to meet jointly at the beginning of each regular session of Congress and after study and consultation, giving due consideration to the budget recommendations of the President, report to their respective Houses a legislative budget for the ensuing fiscal year, including the estimated over-all Federal receipts and expenditures for such year. Such report shall contain a recommendation for the maximum amount to be appropriated for expenditure in such year which shall include such an amount to be reserved for deficiencies as may be deemed necessary by such committees. If the estimated receipts exceed the estimated expenditures, such report shall contain a recommendation for a reduction in the public debt. Such report shall be made by February 15.

(b) The report shall be accompanied by a concurrent resolution adopting such budget, and fixing the maximum amount to be appropriated for expenditure in such year. If the estimated expenditures exceed the estimated receipts, the concurrent resolution shall include a section substantially as follows: "That it is the sense of the Congress that the public debt shall be increased in an amount equal to the amount by which the estimated expenditures for the ensuing fiscal year exceed the estimated receipts, such amount being \$ _____."

HEARINGS AND REPORTS BY APPROPRIATIONS COMMITTEES

SEC. 139. (a) No general appropriation bill shall be considered in either House unless, prior to the consideration of such bill, printed committee hearings and reports on such bill have been available for at least three calendar days for the Members of the House in which such bill is to be considered.

(b) The Committees on Appropriations of the two Houses are authorized and directed, acting jointly, to develop a standard appropriation classification schedule which will clearly define in concise and uniform accounts the subtotals of appropriations asked for by agencies in the executive branch of the Government. That part of the printed hearings containing each such agency's request for appropriations shall be preceded by such a schedule.

(c) No general appropriation bill or amendment thereto shall be received or considered in either House if it contains a provision reappropriating unexpended balances of appropriations; except that this provision shall not apply to appropriations in continuation of appropriations for public works on which work has commenced.

(d) The Appropriations Committees of both Houses are authorized and directed to make a study of (1) existing permanent appropriations with a view to limiting the number of permanent appropriations and

to recommend to their respective Houses what permanent appropriations, if any, should be discontinued; and (2) the disposition of funds resulting from the sale of Government property or services by all departments and agencies in the executive branch of the Government with a view to recommending to their respective Houses a uniform system of control with respect to such funds.

RECORDS OF CONGRESS

SEC. 140. (a) The Secretary of the Senate and the Clerk of the House of Representatives are authorized and directed, acting jointly, to obtain at the close of each Congress all of the noncurrent records of the Congress and of each committee thereof and transfer them to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

(b) The Clerk of the House of Representatives is authorized and directed to collect all of the noncurrent records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, and transfer such records to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

PRESERVATION OF COMMITTEE HEARINGS

SEC. 141. The Librarian of the Library of Congress is authorized and directed to have bound at the end of each session of Congress the printed hearings of testimony taken by each committee of the Congress at the preceding session.

EFFECTIVE DATE

SEC. 142. This title shall take effect on January 2, 1947; except that this section and sections 140 and 141 shall take effect on the date of enactment of this Act.

TITLE II—MISCELLANEOUS

PART I—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

INCREASE IN COMPENSATION FOR CERTAIN CONGRESSIONAL OFFICERS

SEC. 201. (a) Effective January 1, 1947, the annual basic compensation of the elected officers of the Senate and the House of Representatives (not including the Presiding Officers of the two Houses) shall be increased by 50 per centum; and the provisions of section 501 of the Federal Employees Pay Act of 1945, as amended by section 5 of the Federal Employees Pay Act of 1946, shall not be applicable to the compensation of said elected officers.

(b) There is hereby authorized to be appropriated annually for the "Office of the Vice President" the sum of \$23,130; and there is hereby authorized to be appropriated annually for the "Office of the Speaker" the sum of \$20,025.

(c) The Speaker, the majority leader, and the minority leader of the House of Representatives are each authorized to employ an administrative assistant, who shall receive basic compensation at a rate not to exceed \$8,000 a year. There is hereby authorized to be appropriated such sums as may be necessary for the payment of such compensation.

COMMITTED STAFFS

SEC. 202. (a) Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of such committee as the committee may deem advisable. Each such committee is further authorized to terminate the services by a majority vote of the committee of any such professional staff member as it may see fit. Professional staff mem-

bers shall not engage in any work other than committee business and no other duties may be assigned to them.

(b) Subject to appropriations which it shall be in order to include in appropriation bills, the Committee on Appropriations of each House is authorized to appoint such staff, in addition to the clerk thereof and assistants for the minority, as each such committee, by a majority vote, shall determine to be necessary, such personnel, other than the minority assistants, to possess such qualifications as the committees respectively may prescribe, and the Committee on Appropriations of the House also is authorized to conduct studies and examinations of the organization and operation of any executive agency (including any agency the majority of the stock of which is owned by the Government of the United States) as it may deem necessary to assist it in connection with the determination of matters within its jurisdiction and in accordance with procedures authorized by the committee by a majority vote, including the rights and powers conferred by House Resolution Numbered 50, adopted January 9, 1945.

(c) The clerical staff of each standing committee, which shall be appointed by a majority vote of the committee, shall consist of not more than six clerks, to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable; and the position of committee janitor is hereby abolished. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work.

(d) All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the committee; and such records shall be the property of the Congress and all members of the committee and the respective Houses shall have access to such records. Each committee is authorized to have printed and bound such testimony and other data presented at hearings held by the committee.

(e) The professional staff members of the standing committees shall receive annual compensation, to be fixed by the chairman, ranging from \$5,000 to \$8,000 and the clerical staff shall receive annual compensation ranging from \$2,000 to \$8,000.

(f) No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

(g) No individual who is employed as a professional staff member of any committee as provided in this section shall be eligible for appointment to any office or position in the executive branch of the Government for a period of one year after he shall have ceased to be such a member.

(h) Notwithstanding the foregoing provisions—

(1) The committee employees of the existing Committee on Appropriations of the Senate and of the existing Committee on Appropriations of the House of Representatives shall be continued on the rolls of the respective appropriations committees established under title I of this Act during the fiscal year 1947, unless sooner removed for cause.

(2) Committee employees of all other existing standing committees of each House shall be continued on the pay rolls of the Senate and House of Representatives, respectively, through January 31, 1947, unless sooner removed for cause by the Secretary of the Senate or the Clerk of the House, as the case may be.

(3) The appropriations for the compensation of committee employees of standing committees of the Senate and of the House of Representatives contained in the Legislative Branch Appropriation Act, 1947, shall be available for the compensation of employees specified in paragraph (2) of this subsection and of employees of the standing committees of the Senate and House of Representatives succeeding to the jurisdiction of the standing committees specified in such Appropriation Act; and in any case in which the legislative jurisdiction of any existing standing committee is transferred to two or more standing committees under title I of this Act, the Committee on Rules and Administration of the Senate with respect to standing committees of the Senate, and the Committee on House Administration, with respect to standing committees of the House, shall allocate such appropriations in an equitable manner.

LEGISLATIVE REFERENCE SERVICE

SEC. 203. (a) The Librarian of Congress is authorized and directed to establish in the Library of Congress a separate department to be known as the Legislative Reference Service. It shall be the duty of the Legislative Reference Service—

(1) upon request, to advise and assist any committee of either House or any joint committee in the analysis, appraisal, and evaluation of legislative proposals pending before it, or of recommendations submitted to Congress, by the President or any executive agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the committee;

(2) upon request, or upon its own initiative in anticipation of requests, to gather, classify, analyze, and make available, in translations, indexes, digests, compilations and bulletins, and otherwise, data for a bearing upon legislation, and to render such data serviceable to Congress, and committees and Members thereof, without partisan bias in selection or presentation;

(3) to prepare summaries and digests of public hearings before committees of the Congress, and of bills and resolutions of a public general nature introduced in either House.

(b) (1) A director and assistant director of the Legislative Reference Service and all other necessary personnel, shall be appointed by the Librarian of Congress without regard to the civil-service laws and without reference to political affiliations, solely on the ground of fitness to perform the duties of their office. The compensation of all employees shall be fixed in accordance with the provisions of the Classification Act of 1923, as amended: *Provided*, That the grade of senior specialists in each field enumerated in paragraph (2) of this subsection shall not be less than the highest grade in the executive branch of the Government to which research analysts and consultants without supervisory responsibility are currently assigned. All employees of the Legislative Reference Service shall be subject to the provisions of the civil-service retirement laws.

(2) The Librarian of Congress is further authorized to appoint in the Legislative Reference Service senior specialists in the following broad fields: Agriculture; American government and public administration; American public law; conservation; education; engineering and public works; full employment; housing; industrial organization and corporation finance; international affairs; international trade and economic geography; labor; mineral economics; money and banking; price economics; social welfare; taxation and fiscal policy; transportation and communications; and veterans' affairs. Such specialists, together with such other members of the staff as may be necessary, shall be available for special work with the appropriate committees of Congress for any of the purposes set out in section 203(a) (1).

(c) There is hereby authorized to be ap-

propriated for the work of the Legislative Reference Service the following sums: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$650,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.

OFFICE OF THE LEGISLATIVE COUNSEL

SEC. 204. There is hereby authorized to be appropriated for the work of the Office of the Legislative Counsel the following sums:

- (1) For the fiscal year ending June 30, 1947, \$150,000;
- (2) For the fiscal year ending June 30, 1948, \$200,000;
- (3) For the fiscal year ending June 30, 1949, \$250,000;
- (4) For the fiscal year ending June 30, 1950, \$250,000; and
- (5) For each fiscal year thereafter such sums as may be necessary to carry on the work of the Office.

STUDIES BY COMPTROLLER GENERAL

SEC. 205. The Comptroller General is authorized and directed to make a full and complete study of restrictions placed in general appropriation Acts limiting the expenditure of specified appropriations therein, with a view to determining the cost to the Government incident to complying with such restrictions, and to report to the Congress his estimate of the cost of complying with such restrictions and such other recommendations with respect thereto as he deems necessary or desirable.

EXPENDITURE ANALYSES BY COMPTROLLER GENERAL

SEC. 206. The Comptroller General is authorized and directed to make an expenditure analysis of each agency in the executive branch of the Government (including Government corporations), which, in the opinion of the Comptroller General, will enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses shall be submitted by the Comptroller General, from time to time, to the Committees on Expenditures in the Executive Departments, to the Appropriations Committees, and to the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, of the two Houses.

CORRECTION OF MILITARY AND NAVAL RECORDS

SEC. 207. The Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury with respect to the Coast Guard, respectively, under procedures set up by them, and acting through boards of civilian officers or employees of their respective departments, are authorized to correct any military or naval record where in their judgment such action is necessary to correct an error or to remove an injustice.

PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

IMPROVEMENT OF CONGRESSIONAL RECORD

SEC. 221. The Joint Committee on Printing is authorized and directed to provide for printing in the Daily Record the legislative program for the day, together with a list of congressional committee meetings and hearings, and the place of meeting and subject matter; and to cause a brief résumé of congressional activities for the previous day to be incorporated in the Record, together with an index of its contents. Such data shall be prepared under the supervision of the Secretary of the Senate and the Clerk of the House of Representatives, respectively.

JOINT COMMITTEE ON PRINTING

SEC. 222. Section 1 of the Act entitled "An Act Providing for the public printing and binding and the distribution of public documents", approved January 12, 1895 (28 Stat. 601), is amended to read as follows: "That

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there shall be a Joint Committee on Printing, consisting of the chairman and two members of the Committee on Rules and Administration of the Senate and the chairman and two members of the Committee on House Administration of the House of Representatives, who shall have the powers hereinafter stated."

JOINT COMMITTEE ON THE LIBRARY

SEC. 223. The Joint Committee of Congress on the Library shall hereafter consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House of Representatives.

TRANSFER OF FUNCTIONS

SEC. 224. The functions, powers, and duties imposed by statute, resolution, or rule of either House of Congress on the effective date of this section on a standing committee of the Senate or the House of Representatives (or the chairman thereof) are, insofar as they are consistent with this Act, hereby transferred to that standing committee created by this Act (or the chairman thereof) to which is transferred the legislative jurisdiction over the subject matter to which such functions, powers, and duties relate; except that the chairman of the Committee on Civil Service of the Senate and the chairman of the Committee on Post Office and Civil Service of the House created by this Act shall be members of the National Archives Council.

JOINT COMMITTEE ON THE ECONOMIC REPORT

SEC. 225. Section 5(b) (3) (relating to the time for filing the report of the Joint Committee on the Economic Report) of the Employment Act of 1946 is amended by striking out "May 1" and inserting in lieu thereof "February 1".

ECONOMIC REPORT OF THE PRESIDENT

SEC. 226. Section 3(a) (relating to the time for filing the economic report of the president) of the Employment Act of 1946 is amended by striking out "within 60 days after the beginning of each regular session" and inserting in lieu thereof "at the beginning of each regular session".

PART 3—PROVISIONS RELATING TO CAPITOL AND PAGES

REMODELING OF CAUCUS ROOMS AND RESTAURANTS

SEC. 241. The Architect of the Capitol is authorized and directed to prepare plans and submit them to Congress at the earliest practicable date for the remodeling (a) of the caucus rooms in the Senate and House Office Buildings to provide improved acoustics and seating facilities and for the presentation of motion picture or other visual displays on matters of national interest; and (b) of the Senate and House Restaurants to provide for more convenient dining facilities.

ASSIGNMENT OF CAPITOL SPACE

SEC. 242. The President pro tempore of the Senate and the Speaker of the House of Representatives shall cause a survey to be made of available space within the Capitol which could be utilized for joint committee meetings, meetings of conference committees, and other meetings, requiring the attendance of both Senators and Members of the House of Representatives; and shall recommend the reassignment of such space to accommodate such meetings.

SENATE AND HOUSE PAGES

SEC. 243. (a) The Secretary of the Senate and the Clerk of the House of Representatives, acting jointly, are authorized and directed to enter into an arrangement with the Board of Education of the District of Columbia for the education of Congressional pages and pages of the Supreme Court in the public school system of the District. Such arrangement shall include provision for reimbursement to the District of Columbia for

any additional expenses incurred by the public school system of the District in carrying out such arrangement.

(b) There are hereby authorized to be appropriated such sums as may be necessary to reimburse the District of Columbia in accordance with the arrangement referred to in subsection (a).

(c) Notwithstanding the provisions of subsections (a) and (b) of this section, said page or pages may elect to attend a private or parochial school of their own choice: *Provided, however,* That such private or parochial school shall be reimbursed by the Senate and House of Representatives only in the same amount as would be paid if the page or pages were attending a public school under the provisions of paragraphs (a) and (b) of this section.

AUTHORIZATION OF APPROPRIATIONS AND PERSONNEL

SEC. 244. All necessary funds required to carry out the provisions of this Act, by the Secretary of the Senate and the Clerk of the House, are hereby authorized to be appropriated, and the Secretary of the Senate and the Clerk of the House are hereby further authorized to employ such administrative assistants as may be necessary in order to carry out the provisions of this Act under their respective jurisdictions.

EFFECTIVE DATE

SEC. 245. This title shall take effect on the date of its enactment; except that sections 202 (a), (b), (c), (e), (f), and (h), 222, 223, 224, and 243 shall take effect on the day on which the Eightieth Congress convenes.

TITLE III—REGULATION OF LOBBYING ACT

SHORT TITLE

SEC. 301. This title may be cited as the "Federal Regulation of Lobbying Act".

DEFINITIONS

SEC. 302. When used in this title—

(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

(c) The term "person" includes an individual, partnership, committee, association, corporation, and any other organization or group of persons.

(d) The term "Clerk" means the Clerk of the House of Representatives of the United States.

(e) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House.

DETAILED ACCOUNTS OF CONTRIBUTIONS

SEC. 303. (a) It shall be the duty of every person who shall in any manner solicit or receive a contribution to any organization or fund for the purposes hereinafter designated to keep a detailed and exact account of—

(1) all contributions of any amount or of any value whatsoever;

(2) the name and address of every person making any such contribution of \$500 or more and the date thereof;

(3) all expenditures made by or on behalf of such organization or fund; and

(4) the name and address of every person to whom any such expenditure is made and the date thereof.

(b) It shall be the duty of such person to obtain and keep a receipted bill, stating

the particulars, for every expenditure of such funds exceeding \$10 in amount, and to preserve all receipted bills and accounts required to be kept by this section for a period of at least two years from the date of the filing of the statement containing such items.

RECEIPTS FOR CONTRIBUTIONS

SEC. 304. Every individual who receives a contribution of \$500 or more for any of the purposes hereinafter designated shall within five days after receipt thereof render to the person or organization for which such contribution was received a detailed account thereof, including the name and address of the person making such contribution and the date on which received.

STATEMENTS TO BE FILED WITH CLERK OF HOUSE

SEC. 305. (a) Every person receiving any contributions or expending any money for the purposes designated in subparagraph (a) or (b) of section 307 shall file with the Clerk between the first and tenth day of each calendar quarter, a statement containing complete as of the day next preceding the date of filing—

(1) the name and address of each person who has made a contribution of \$500 or more not mentioned in the preceding report; except that the first report filed pursuant to this title shall contain the name and address of each person who has made any contribution of \$500 or more to such person since the effective date of this title;

(2) the total sum of the contributions made to or for such person during the calendar year and not stated under paragraph (1);

(3) the total sum of all contributions made to or for such person during the calendar year;

(4) the name and address of each person to whom an expenditure in one or more items of the aggregate amount or value, within the calendar year, of \$10 or more has been made by or on behalf of such person, and the amount, date, and purpose of such expenditure;

(5) the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under paragraph (4);

(6) the total sum of expenditures made by or on behalf of such person during the calendar year.

(b) The statements required to be filed by subsection (a) shall be cumulative during the calendar year to which they relate, but where there has been no change in an item reported in a previous statement only the amount need be carried forward.

STATEMENT PRESERVED FOR TWO YEARS

SEC. 306. A statement required by this title to be filed with the Clerk—

(a) shall be deemed properly filed when deposited in an established post office within the prescribed time, duly stamped, registered, and directed to the Clerk of the House of Representatives of the United States, Washington, District of Columbia, but in the event it is not received, a duplicate of such statement shall be promptly filed upon notice by the Clerk of its nonreceipt;

(b) shall be preserved by the Clerk for a period of two years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

PERSONS TO WHOM APPLICABLE

SEC. 307. The provisions of this title shall apply to any person (except a political committee as defined in the Federal Corrupt Practices Act, and duly organized State or local committees of a political party), who by himself, or through any agent of employee or other persons in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the

principal purpose of which person is to aid, in the accomplishment of any of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress of the United States.

REGISTRATION WITH SECRETARY OF THE SENATE AND CLERK OF THE HOUSE

SEC. 308. (a) Any person who shall engage himself for pay or for any consideration for the purpose of attempting to influence the passage or defeat of any legislation by the Congress of the United States shall, before doing anything in furtherance of such object, register with the Clerk of the House of Representatives and the Secretary of the Senate and shall give to those officers in writing and under oath, his name and business address, the name and address of the person by whom he is employed, and in whose interest he appears or works, the duration of such employment, how much he is paid and is to receive, by whom he is paid or is to be paid, how much he is to be paid for expenses, and what expenses are to be included. Each such person so registering shall, between the first and tenth day of each calendar quarter, so long as his activity continues, file with the Clerk and Secretary a detailed report under oath of all money received and expended by him during the preceding calendar quarter in carrying on his work; to whom paid; for what purposes; and the names of any papers, periodicals, magazines, or other publications in which he has caused to be published any articles or editorials; and the proposed legislation he is employed to support or oppose. The provisions of this section shall not apply to any person who merely appears before a committee of the Congress of the United States in support of or opposition to legislation; nor to any public official acting in his official capacity; nor in the case of any newspaper or other regularly published periodical (including any individual who owns, publishes, or is employed by any such newspaper or periodical) which in the ordinary course of business publishes news items, editorials, or other comments, or paid advertisements, which directly or indirectly urge the passage or defeat of legislation, if such newspaper, periodical, or individual, engages in no further or other activities in connection with the passage or defeat of such legislation, other than to appear before a committee of the Congress of the United States in support of or in opposition to such legislation.

(b) All information required to be filed under the provisions of this section with the Clerk of the House of Representatives and the Secretary of the Senate shall be compiled by said Clerk and Secretary, acting jointly, as soon as practicable after the close of the calendar quarter with respect to which such information is filed and shall be printed in the Congressional Record.

REPORTS AND STATEMENTS TO BE MADE UNDER OATH

SEC. 309. All reports and statements required under this title shall be made under oath, before an officer authorized by law to administer oaths.

PENALTIES

SEC. 310. (a) Any person who violates any of the provisions of this title, shall, upon conviction, be guilty of a misdemeanor, and shall be punished by a fine of not more than \$5,000 or imprisonment for not more than twelve months, or by both such fine and imprisonment.

(b) In addition to the penalties provided for in subsection (a), any person convicted of the misdemeanor specified therein is prohibited, for a period of three years from the date of such conviction, from attempting to influence, directly or indirectly, the passage

or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or opposition to proposed legislation; and any person who violates any provision of this subsection shall, upon conviction thereof, be guilty of a felony, and shall be punished by a fine of not more than \$10,000, or imprisonment for not more than five years, or by both such fine and imprisonment.

EXEMPTION

SEC. 311. The provisions of this title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said Federal Corrupt Practices Act.

TITLE IV—FEDERAL TORT CLAIMS ACT

PART 1—SHORT TITLE AND DEFINITIONS

SHORT TITLE

SEC. 401. This title may be cited as the "Federal Tort Claims Act".

DEFINITIONS

SEC. 402. As used in this title, the term—

(a) "Federal agency" includes the executive departments and independent establishments of the United States, and corporations whose primary function is to act as, and while acting as, instrumentalities or agencies of the United States, whether or not authorized to sue and be sued in their own names: *Provided*, That this shall not be construed to include any contractor with the United States.

(b) "Employee of the Government" includes officers or employees of any Federal agency, members of the military or naval forces of the United States, and persons acting on behalf of a Federal agency in an official capacity, temporarily or permanently in the service of the United States, whether with or without compensation.

(c) "Acting within the scope of his office or employment", in the case of a member of the military or naval forces of the United States, means acting in line of duty.

PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS AGAINST THE UNITED STATES

CLAIMS OF \$1,000 OR LESS

SEC. 403. (a) Subject to the limitations of this title, authority is hereby conferred upon the head of each Federal agency, or his designee for the purpose, acting on behalf of the United States, to consider, ascertain, adjust, determine, and settle any claim against the United States for money only, accruing on and after January 1, 1945, on account of damage to or loss of property or on account of personal injury or death, where the total amount of the claim does not exceed \$1,000, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death, in accordance with the law of the place where the act or omission occurred.

(b) Subject to the provisions of part 3 of this title, any such award or determination shall be final and conclusive on all officers of the Government, except when procured by means of fraud, notwithstanding any other provision of law to the contrary.

(c) Any award made to any claimant pursuant to this section, and any award, compromise, or settlement of any claim cognizable under this title made by the Attorney General pursuant to section 413, shall be paid by the head of the Federal agency concerned out of appropriations that may be made therefor, which appropriations are hereby authorized.

(d) The acceptance by the claimant of any such award, compromise, or settlement shall be final and conclusive on the claimant, and shall constitute a complete release by the

claimant of any claim against the United States and against the employee of the Government whose act or omission gave rise to the claim, by reason of the same subject matter.

REPORT

SEC. 404. The head of each Federal agency shall annually make a report to the Congress of all claims paid by such Federal agency under this part. Such report shall include the name of each claimant, a statement of the amount claimed and the amount awarded, and a brief description of the claim.

PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED STATES

JURISDICTION

SEC. 410. (a) Subject to the provisions of this title, the United States district court for the district wherein the plaintiff is resident or wherein he act or omission complained of occurred, including the United States district courts for the Territories and possessions of the United States, sitting without a jury, shall have exclusive jurisdiction to hear, determine, and render judgment on any claim against the United States, for money only, accruing on and after January 1, 1945, on account of damage to or loss of property or on account of personal injury or death caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death in accordance with the law of the place where the act or omission occurred. Subject to the provisions of this title, the United States shall be liable in respect of such claims to the same claimants, in the same manner, and to the same extent as a private individual under like circumstances, except that the United States shall not be liable for interest prior to judgment, or for punitive damages. Costs shall be allowed in all courts to the successful claimant to the same extent as if the United States were a private litigant, except that such costs shall not include attorneys' fees.

(b) The judgment in such an action shall constitute a complete bar to any action by the claimant, by reason of the same subject matter, against the employee of the Government whose act or omission gave rise to the claim. No suit shall be instituted pursuant to this section upon a claim presented to any Federal agency pursuant to part 2 of this title unless such Federal agency has made final disposition of the claim: *Provided*, That the claimant may, upon fifteen days' notice given in writing, withdraw the claim from consideration of the Federal agency and commence suit thereon pursuant to this section: *Provided further*, That as to any claim so disposed of or so withdrawn, no suit shall be instituted pursuant to this section for any sum in excess of the amount of the claim presented to the Federal agency, except where the increased amount of the claim is shown to be based upon newly discovered evidence not reasonably discoverable at the time of presentation of the claim to the Federal agency or upon evidence of intervening facts, relating to the amount of the claim. Disposition of any claim made pursuant to part 2 of this title shall not be competent evidence of liability or amount of damages in proceedings on such claim pursuant to this section.

PROCEDURE

SEC. 411. In actions under this part, the forms of process, writs, pleadings, and motions, and the practice and procedure, shall be in accordance with the rules promulgated by the Supreme Court pursuant to the Act of June 19, 1934 (48 Stat. 1064); and the same provisions for counterclaim and set-off, for interest upon judgments, and for payment of judgments, shall be applicable as in cases

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brought in the United States district courts under the Act of March 3, 1887 (24 Stat. 505).

REVIEW

SEC. 412. (a) Final judgments in the district courts in cases under this part shall be subject to review by appeal—

(1) in the circuit courts of appeals in the same manner and to the same extent as other judgments of the district courts; or

(2) in the Court of Claims of the United States: *Provided*, That the notice of appeal filed in the district court under rule 73 of the Rules of Civil Procedure shall have affixed thereto the written consent on behalf of all the appellees that the appeal be taken to the Court of Claims of the United States. Such appeals to the Court of Claims of the United States shall be taken within three months after the entry of the judgment of the district court, and shall be governed by the rules relating to appeals from a district court to a circuit court of appeals adopted by the Supreme Court pursuant to the Act of June 19, 1934 (48 Stat. 1064). In such appeals the Court of Claims of the United States shall have the same powers and duties as those conferred on a circuit court of appeals in respect to appeals under section 4 of the Act of February 13, 1925 (43 Stat. 939).

(b) Sections 239 and 240 of the Judicial Code, as amended, shall apply to cases under this part in the circuit courts of appeals and in the Court of Claims of the United States to the same extent as to cases in a circuit court of appeals therein referred to.

COMPROMISE

SEC. 413. With a view to doing substantial justice, the Attorney General is authorized to arbitrate, compromise, or settle any claim cognizable under this part, after the institution of any suit thereon, with the approval of the court in which suit is pending.

PART 4—PROVISIONS COMMON TO PART 2 AND PART 3

ONE-YEAR STATUTE OF LIMITATIONS

SEC. 420. Every claim against the United States cognizable under this title shall be forever barred, unless within one year after such claim accrued or within one year after the date of enactment of this Act, whichever is later, is presented in writing to the Federal agency out of whose activities it arises, if such claim is for a sum not exceeding \$1,000; or unless within one year after such claim accrued or within one year after the date of enactment of this Act, whichever is later, an action is begun pursuant to part 3 of this title. In the event that a claim for a sum not exceeding \$1,000 is presented to a Federal agency as aforesaid, the time to institute a suit pursuant to part 3 of this title shall be extended for a period of six months from the date of mailing of notice to the claimant by such Federal agency as to the final disposition of the claim or from the date of withdrawal of the claim from such Federal agency pursuant to section 410 of this title, if it would otherwise expire before the end of such period.

EXCEPTIONS

SEC. 421. The provisions of this title shall not apply to—

(a) Any claim based upon an act or omission of an employee of the Government, exercising due care, in the execution of a statute or regulation, whether or not such statute or regulation be valid, or based upon the exercise or performance or the failure to exercise or perform a discretionary function or duty on the part of a Federal agency or an employee of the Government, whether or not the discretion involved be abused.

(b) Any claim arising out of the loss, miscarriage, or negligent transmission of letters or postal matter.

(c) Any claim arising in respect of the assessment or collection of any tax or customs duty, or the detention of any goods or

merchandise by any officer of customs or excise or any other law-enforcement officer.

(d) Any claim for which a remedy is provided by the Act of March 9, 1920 (U.S.C., title 46, secs. 741-752, inclusive), or the Act of March 3, 1925 (U.S.C., title 46, secs. 781-790, inclusive), relating to claims or suits in admiralty against the United States.

(e) Any claim arising out of an act or omission of any employee of the Government in administering the provisions of the Trading with the Enemy Act, as amended.

(f) Any claim for damages caused by the imposition or establishment of a quarantine by the United States.

(g) Any claim arising from injury to vessels, or to the cargo, crew, or passengers of vessels, while passing through the locks of the Panama Canal or while in Canal Zone waters.

(h) Any claim arising out of assault, battery, false imprisonment, false arrest, malicious prosecution, abuse of process, libel, slander, misrepresentation, deceit, or interference with contract rights.

(i) Any claim for damages caused by the fiscal operations of the Treasury or by the regulation of the monetary system.

(j) Any claim arising out of the combatant activities of the military or naval forces, or the Coast Guard, during time of war.

(k) Any claim arising in a foreign country.

(l) Any claim arising from the activities of the Tennessee Valley Authority.

ATTORNEY'S FEES

SEC. 422. The court rendering a judgment for the plaintiff pursuant to part 3 of this title, or the head of the Federal agency or his designee making an award pursuant to part 2 of this title, or the Attorney General making a disposition pursuant to section 413 of this title, as the case may be, may, as a part of the judgment, award, or settlement, determine and allow reasonable attorney's fees, which, if the recovery is \$500 or more, shall not exceed 10 per centum of the amount recovered under part 2, or 20 per centum of the amount recovered under part 3, to be paid out of but not in addition to the amount of judgment, award, or settlement recovered, to the attorneys representing the claimant. Any attorney who charges, demands, receives, or collects for services rendered in connection with such claim any amount in excess of that allowed under this section, if recovery be had, shall be guilty of a misdemeanor, and shall, upon conviction thereof, be subject to a fine of not more than \$2,000 or imprisonment for not more than one year, or both.

EXCLUSIVENESS OF REMEDY

SEC. 423. From and after the date of enactment of this Act, the authority of any Federal agency to sue and be sued in its own name shall not be construed to authorize suits against such Federal agency on claims which are cognizable under part 3 of this title, and the remedies provided by this title in such cases shall be exclusive.

CERTAIN STATUTES INAPPLICABLE

SEC. 424. (a) All provisions of law authorizing any Federal agency to consider, ascertain, adjust, or determine claims on account of damage to or loss of property, or on account of personal injury or death, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, are hereby repealed in respect of claims cognizable under part 2 of this title and accruing on and after January 1, 1945, including, but without limitation, the provisions granting such authorization now contained in the following laws:

Public Law Numbered 375, Sixty-seventh Congress, approved December 28, 1922 (42 Stat. 1066; U.S.C., title 31, Secs. 215-217).

Public Law Numbered 267, Sixty-sixth Congress, approved June 5, 1920 (41 Stat. 1054; U.S.C., title 33, sec. 853).

Public Law Numbered 481, Seventy-fourth Congress, approved March 20, 1936 (49 Stat. 1184; U.S.C., title 31, sec. 224b).

Public Law Numbered 112, as amended, Seventy-eighth Congress, approved July 3, 1943 (57 Stat. 372; U.S.C., title 31, secs. 223b, 223c, and 223d).

Public Law Numbered 182, as amended, Sixty-fifth Congress, approved July 1, 1918 (40 Stat. 705; U.S.C., title 34, sec. 600).

Section 4 of Public Law Numbered 18, Sixty-seventh Congress, approved June 16, 1921 (42 Stat. 63), as amended by Public Law Numbered 456, Seventy-third Congress, approved June 22, 1934 (48 Stat. 1207; U.S.C., title 31, sec. 224c).

(b) Nothing contained herein shall be deemed to repeal any provision of law authorizing any Federal agency to consider, ascertain, adjust, settle, determine, or pay any claim on account of damage to or loss of property or on account of personal injury or death, in cases in which such damage, loss, injury, or death was not caused by any negligent or wrongful act or omission of an employee of the Government while acting within the scope of his office or employment, or any other claim not cognizable under part 2 of this title.

TITLE V—GENERAL BRIDGE ACT

SHORT TITLE

SEC. 501. This title may be cited as the "General Bridge Act of 1946".

— CONSENT OF CONGRESS —

SEC. 502. (a) The consent of Congress is hereby granted for the construction, maintenance, and operation of bridges and approaches thereto over the navigable waters of the United States, in accordance with the provisions of this title.

(b) The location and plans for such bridges shall be approved by the Chief of Engineers and the Secretary of War before construction is commenced, and, in approving the location and plans of any bridge, they may impose any specific conditions relating to the maintenance and operation of the structure which they may deem necessary in the interest of public navigation and the conditions so imposed shall have the force of law.

(c) Notwithstanding the provisions of subsections (a) and (b), it shall be unlawful to construct or commence the construction of any privately owned highway toll bridge until the location and plans thereof shall also have been submitted to and approved by the highway department or departments of the State or States in which the bridge and its approaches are situated; and where such bridge shall be between two or more States and the highway departments thereof shall be unable to agree upon the location and plans therefor, or if they, or either of them, shall fail or refuse to act upon the location and plans submitted, such location and plans then shall be submitted to the Public Roads Administration and, if approved by the Public Roads Administration, approval by the highway departments shall not be required.

TOLLS

SEC. 503. If tolls shall be charged for the transit over any interstate bridge of engines, cars, street cars, wagons, carriages, vehicles, animals, foot passengers, or other passengers, such tolls shall be reasonable and just, and the Secretary of War may, at any time, and from time to time, prescribe the reasonable rates of toll for such transit over such bridge, and the rates so prescribed shall be the legal rates and shall be the rates demanded and received for such transit.

ACQUISITION BY PUBLIC AGENCIES

SEC. 504. After the completion of any interstate toll bridge constructed by an individual, firm, or corporation, as determined by the Secretary of War, either of the States in which the bridge is located, or any public

agency or political subdivision of either of such States, within or adjoining which any part of such bridge is located, or any two or more of them jointly, may at any time acquire and take over all right, title, and interest in such bridge and its approaches, and any interest in real property for public purposes by condemnation or expropriation. If at any time after the expiration of five years after the completion of such bridge the same is acquired by condemnation or expropriation, the amount of damages or compensation to be allowed shall not include good will, going value, or prospective revenues or profits, but shall be limited to the sum of (1) the actual cost of constructing such bridge and its approaches, less a reasonable deduction for actual depreciation in value; (2) the actual costs of acquiring such interests in real property; (3) actual financing and promotion costs, not to exceed 10 per centum of the sum of the cost of constructing the bridge and its approaches and acquiring such interests in real property; and (4) actual expenditures for necessary improvements.

STATEMENTS OF COST

SEC. 505. Within ninety days after the completion of a privately owned interstate toll bridge, the owner shall file with the Secretary of War and with the highway departments of the States in which the bridge is located, a sworn itemized statement showing the actual original cost of constructing the bridge and its approaches, the actual cost of acquiring any interest in real property necessary therefor, and the actual financing and promotion costs. The Secretary of War may, and upon request of a highway development shall, at any time within three years after the completion of such bridge, investigate such costs and determine the accuracy and the reasonableness of the costs alleged in the statement of costs so filed, and shall make a finding of the actual and reasonable costs of constructing, financing, and promoting such bridge. For the purpose of such investigation the said individual, firm, or corporation, its successors and assigns, shall make available all of its records in connection with the construction, financing, and promotion thereof. The findings of the Secretary of War as to the reasonable costs of the construction, financing, and promotion of the bridge shall be conclusive for the purposes mentioned in section 504 of this title subject only to review in a court of equity for fraud or gross mistake.

SINKING FUND

SEC. 506. If tolls are charged for the use of an interstate bridge constructed or taken over or acquired by a State or States or by any municipality or other political subdivision or public agency thereof, under the provisions of this title, the rates of toll shall be so adjusted as to provide a fund sufficient to pay for the reasonable cost of maintaining, repairing, and operating the bridge and its approaches under economical management, and to provide a sinking fund sufficient to amortize the amount paid therefor, including reasonable interest and financing cost, as soon as possible under reasonable charges, but within a period of not to exceed twenty years from the date of constructing or acquiring the same. After a sinking fund sufficient for such amortization shall have been so provided, such bridge shall thereafter be maintained and operated free of tolls. An accurate record of the amount paid for acquiring the bridge and its approaches, the actual expenditures for maintaining, repairing, and operating the same, and of the daily tolls collected, shall be kept and shall be available for the information of all persons interested.

APPLICABILITY OF TITLE

SEC. 507. The provisions of this title shall apply only to bridges over navigable waters of the United States, the construction of

which is hereafter approved under the provisions of this title; and the provisions of the first proviso of section 9 of the Act of March 3, 1899 (30 Stat. 1151; U.S.C., title 33, sec. 401), and the provisions of the Act entitled "An Act to regulate the construction of bridges over navigable waters", approved March 23, 1906, shall not apply to such bridges.

INTERNATIONAL BRIDGES

SEC. 508. This title shall not be construed to authorize the construction of any bridge which will connect the United States, or any Territory or possession of the United States, with any foreign country.

EMINENT DOMAIN

SEC. 509. There are hereby conferred upon any individual, his heirs, legal representatives, or assigns, any firm or corporation, its successors or assigns, or any State, political subdivision, or municipality authorized in accordance with the provisions of this title to build a bridge between two or more States, all such rights and powers to enter upon lands and acquire, condemn, occupy, possess, and use real estate and other property in the respective States needed for the location, construction, operation, and maintenance of such bridge and its approaches, as are possessed by railroad corporations for railroad purposes or by bridge corporations for bridge purposes in the State in which such real estate or other property is situated, upon making just compensation therefor to be ascertained and paid according to the laws of such State, and the proceedings therefor shall be the same as in the condemnation or expropriation of property for public purposes in such State.

PENALTIES

SEC. 510. Any person who fails or refuses to comply with any lawful order of the Secretary of War or the Chief of Engineers issued under the provisions of this title, or who fails to comply with any specific condition imposed by the Chief of Engineers and the Secretary of War relating to the maintenance and operation of bridges, or who refuses to produce books, papers, or documents in obedience to a subpoena or other lawful requirement under this title, or who otherwise violates any provisions of this title, shall, upon conviction thereof, be punished by a fine of not to exceed \$5,000 or by imprisonment for not more than one year, or by both such fine and imprisonment.

RIGHTS RESERVED

SEC. 511. The right to alter, amend, or repeal this title is hereby expressly reserved as to any and all bridges which may be built under authority hereof.

TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

COMPENSATION OF MEMBERS OF CONGRESS

SEC. 601. (a) Effective on the day on which the Eightieth Congress convenes, the compensation of Senators, Representatives in Congress, Delegates from the Territories, and the Resident Commissioner from Puerto Rico shall be at the rate of \$12,500 per annum each; and the compensation of the Speaker of the House of Representatives and the Vice President of the United States shall be at the rate of \$20,000 per annum each.

(b) Effective on the day on which the Eightieth Congress convenes there shall be paid to each Senator, Representative in Congress, Delegate from the Territories, Resident Commissioner from Puerto Rico, an expense allowance of \$2,500 per annum to assist in defraying expenses relating to, or resulting from the discharge of his official duties, for which no tax liability shall incur, or accounting be made; such sum to be paid in equal monthly installments.

(c) The sentence contained in the Legislative Branch Appropriation Act, 1946, which reads as follows: "There shall be paid to each Representative and Delegate, and to the Res-

ident Commissioner from Puerto Rico, after January 2, 1945, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments.", is hereby repealed, effective on the day on which the Eightieth Congress reconvenes.

(d) The sentence contained in the Legislative Branch Appropriation Act, 1947, which reads as follows: "There shall be paid to each Senator after January 1, 1946, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments.", is hereby repealed, effective on the day on which the Eightieth Congress convenes.

RETIREMENT PAY OF MEMBERS OF CONGRESS

SEC. 602. (a) Section 3(a) of the Civil Service Retirement Act of May 29, 1930, as amended, is amended by inserting after the words "elective officers" the words "in the executive branch of the Government".

(b) Such Act, as amended, is further amended by adding after section 3 the following new section:

"Sec. 3A. Notwithstanding any other provision of this Act—

"(1) This Act shall not apply to any Member of Congress until he gives notice in writing, while serving as a Member of Congress, to the disbursing officer by whom his salary is paid of his desire to come within the purview of this Act. Such notice may be given by a Member of Congress within six months after the date of enactment of the Legislative Reorganization Act of 1946 or within six months after any date on which he takes an oath of office as a Member of Congress.

"(2) In the case of any Member of Congress who gives notice of his desire to come within the purview of this Act, the amount required to be deposited for the purposes of section 9 with respect to services rendered after the date of enactment of the Legislative Reorganization Act of 1946, shall be a sum equal to 6 per centum of his basic salary, pay, or compensation for such services, together with interest computed at the rate of 4 per centum per annum compounded on December 31 of each year; and the amount to be deducted and withheld from the basic salary, pay, or compensation of each such Member of Congress for the purposes of section 10 shall be a sum equal to 6 per centum of such basic salary, pay, or compensation.

"(3) No person shall be entitled to receive an annuity as provided in this section until he shall have become separated from the service after having had at least six years of service as a Member of Congress and have attained the age of sixty-two years, except that any such Member who shall have had at least five years of service as a Member of Congress, may, subject to the provisions of section 6 and of paragraph (4) of this section, be retired for disability, irrespective of age, and be paid an annuity computed in accordance with paragraph (5) of this section.

"(4) No Member of Congress shall be entitled to receive an annuity under this Act unless there shall have been deducted and withheld from his basic salary, pay, or compensation for the last five years of his service as a Member of Congress, or there shall have been deposited under section 9 with respect to such last five years of service, the amounts specified in paragraph (2) of this section with respect to so much of such five years of service as was performed after the date of enactment of the Legislative Reorganization Act of 1946 and the amounts specified in section 9 with respect to so much of such five years of service as was performed prior to such date.

"(5) Subject to the provisions of section 9 and of subsections (c) and (d) of section 4, the annuity of a Member of Congress shall be

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an amount equal to 2½ per centum of his average annual basic salary, pay, or compensation as a Member of Congress multiplied by his years of service as a Member of Congress, but no such annuity shall exceed an amount equal to three-fourths of the salary, pay, or compensation that he is receiving at the time he becomes separated from the service.

"(6) In the case of a Member of Congress who becomes separated from the service before he completes an aggregate of six years of service as a Member of Congress, and who is not retired for disability, the total amount deducted from his basic salary, pay, or compensation as a Member of Congress, together with interest at 4 per centum compounded as of December 31 of each year shall be returned to such Member of Congress. No such Member of Congress shall thereafter become eligible to receive an annuity as provided in this section unless the amounts so returned are redeposited with interest at 4 per centum compounded on December 31 of each year, but interest shall not be required covering any period of separation from the service.

"(7) If any person takes office as a Member of Congress while receiving an annuity as provided in this section, the payment of such annuity shall be suspended during the period for which he holds such office; but, if he gives notice as provided in paragraph (2) of this section, his service as a Member of Congress during such period shall be credited in determining the amount of his subsequent annuity.

"(8) Nothing contained in this Act shall be construed to prevent any person eligible therefor from simultaneously receiving an annuity computed in accordance with this section and an annuity computed in accordance with section 4, but in computing the annuity under section 4 in the case of any person who (A) has had at least six years' service as a Member of Congress, and (B) has served as a Member of Congress at any time after the date of enactment of the Legislative Reorganization Act of 1946, service as a Member of Congress shall not be credited.

"(9) No provision of this or any other Act relating to automatic separation from the service shall be applicable to any Member of Congress.

"(10) As used in this section, the term 'Member of Congress' means a Senator, Representative in Congress, Delegate from a Territory, or the Resident Commissioner from Puerto Rico; and the term 'service as a Member of Congress' shall include the period from the date of the beginning of the term for which a Member of Congress is elected or appointed to the date on which he takes office as such a Member."

Approved August 2, 1946.

ORGANIZATION AND OPERATION OF CONGRESS

(U.S. Congress, Senate: Hearings Before the Committee on Expenditures in the Executive Departments on Evaluation of the Effects of Laws Enacted to Reorganize the Legislative Branch of the Government)

REPORTS AND ARTICLES

OPERATION OF LEGISLATIVE REORGANIZATION ACT OF 1946

(By George B. Galloway, Senior Specialist in American Government, Legislative Reference Service, Library of Congress)

One of the responsibilities of the Committees on Expenditures in the Executive Departments of the Senate and House of Representatives is to "evaluate the effects of laws enacted to reorganize the legislative and executive branches of the Government." In the exercise of part of this responsibility the Senate Committee on Expenditures in the Executive Departments held hearings during February 1948, on the operation of the Legislative Reorganization Act of 1946. Three

years have now passed since those hearings were held and, altogether, Congress has had 4 years experience with the workings of this law. It is timely, therefore, to undertake a fresh review of the operation of the so-called La Follette-Monroney Act in terms of its own objectives, and to consider whether or not, in the light of this experience, the act needs to be amended and strengthened.

OBJECTIVES OF THE ACT

As conceived and formulated by the Joint Committee on the Organization of Congress, and as enacted by the Seventy-ninth Congress with some significant omissions, the Legislative Reorganization Act of 1946 had the following objectives:

1. To streamline and simplify congressional committee structure.
2. To eliminate the use of special or select committees.
3. To clarify committee duties and reduce jurisdictional disputes.
4. To regularize and publicize committee procedures.
5. To improve congressional staff aids.
6. To reduce the workload on Congress.
7. To strengthen legislative oversight of administration.
8. To reinforce the power of the purse.
9. To regulate lobbying.
10. To increase the compensation of Members of Congress and provide them retirement pay.

COMMITTEE STRUCTURE

Modernization of the standing committee system was the first objective of the act and the keystone in the arch of congressional reform. By dropping minor, inactive committees and by merging those with related functions, the total number of standing committees was reduced by the act from 33 to 15 in the Senate and from 48 to 19 in the House of Representatives. This reform has now survived 4 years and two Congresses—one controlled by the Republicans and one controlled by the Democrats—without change or successful challenge. Senators Holland and Wherry offered a resolution (S. Res. 58) on February 7, 1949, to create a standing Senate Committee on Small Business which was favorably reported by the Committee on Rules and Administration on June 29, 1949. But after extended debate the Senate, by a 2-to-1 vote, decided to create a select committee to investigate small-business problems. Thus the reorganized standing committee system seems to have won congressional acceptance for the time being.

Under the old system the standing committees of the House ranged in size from 2 to 42 members and averaged 19 members each. Under the act, 15 out of the 19 House committees had 25 or 27 members each in the Eighty-first Congress and the average size was 25 members. Rules, with 12 members, and Un-American Activities, with 9 members, remain unchanged in size. Appropriations now has 50 members, compared with 42 before, and Armed Services has 35, compared with a combined membership of 61 on the old Military and Naval Affairs Committee.

Before the act the standing committees of the Senate ranged in size from 3 to 25 members and averaged 15 members each. Under the act all the Senate standing committees have 13 members, except Appropriations which has 21, as compared with 25 before.

Before the act, every Senator was entitled to serve on three major committees and two minor committees. Some had up to 10 committee assignments each. There was conflict in committee meetings, duplications in committee jurisdiction, and inefficient distribution of the legislative work load among committees. Under the act, no Senator may serve on more than two standing committees except that majority party Senators may also serve on the District of Columbia and Expenditures committees. With minor excep-

tions, each House Member now serves on only one standing committee instead of from three to five, as many Members did in the past. The rule limiting minority Senators to two committees each has had the effect, with a change in party control of the Senate, of requiring minority Senators to resign from one of their three former committees in cases where they had served on the District of Columbia and Expenditures committees in addition to two national committees. The result was to deprive these second-class committees during the Eighty-first Congress of the continued service of experienced members like Senators Aiken and Ferguson who, being limited to two committees, felt that they owed it to their constituents to elect to serve on two national committees.

To meet this situation, Senator Taft introduced a resolution (S. Res. 24) on January 10, 1949, proposing to increase the membership of 8 Senate committees from 13 to 15 members each; to permit 8 minority Senators to serve on three standing committees each; and to permit majority Senators to have a third committee assignment upon any one of five specified minor committees. Senate Resolution 24 was referred to the Committee on Rules and Administration which took no action upon it. In its behalf Senator Taft argued that (a) in many cases a committee of 13 members is too small to handle its work load, and (b) new Senators are deprived of important committee assignments under the two-committee-assignment rule because older Senators fill up the limited number of seats on the more attractive committees and leave only the second-class committees open for the freshman Senators. Opponents argued that to differentiate between the size of the standing committees of the Senate would be to create a system of major and minor committees; that the proposed change would break down the two-committee-assignment rule and increase the work load and responsibilities of Senators in unrelated legislative fields; and increase absenteeism in the Senate.

Many of the old standing committees of Congress were minor, inactive committees—"ornamental barnacles on the ship of state"—in Alvin Fuller's phrase—hang-overs of lively legislative issues long since settled. Under the new scheme all the standing committees in both Houses are major committees, assigned important duties; although some Members still refer to the District of Columbia and Expenditure Committees as "second-class," an inappropriate appellation to apply to the Expenditure Committees which were rejuvenated by the act and given weighty responsibilities in the machinery of government field.

It is often said and perhaps widely believed that the reduction from 81 to 34 in the number of standing committees of Congress affected by the act has been offset by the creation of a rash of subcommittees. The fact is, as the records show, that the number of standing subcommittees has not changed since 1945. In that year Congress had 131 standing subcommittees: 34 in the Senate and 97 in the House. In 1950 there were 131 standing subcommittees: 66 in the Senate and 65 in the House. During the Eighty-first Congress six House committees and four Senate committees had no standing subcommittees at all. Special subcommittees are set up from time to time in both Houses to handle individual bills and their number fluctuates from week to week, making comparisons misleading. The tendency has been, since the act, for standing subcommittees to replace special subcommittees for individual bills, affording committeemen and their staffs an opportunity to become specialists in correlated fields of legislation.

Some Congressmen are critical of subcommittees, believing that the entire membership of a committee should handle matters referred to it. Others believe that sub-

divisions are necessary for the preliminary study of complex matters and are an inescapable feature of the heavy duties now imposed upon the consolidated committees of Congress. The advantages that flow from the division of labor and specialization of function will probably lead most congressional committees to continue to subdivide their work, and to rely on consideration at the full committee stage for coordination and the overall view.

In the form in which it passed the Senate, the act prohibited special committees. Although this provision was stricken in the House, the spirit of the act clearly frowns on the creation of special committees. The La Follette-Monroney committee had recommended that the practice of creating special investigating committees be abandoned on the ground that they lack legislative authority and that the jurisdiction of the new standing committees would be so comprehensively defined in the reformed rules as to cover every conceivable subject of legislation. Thus, to set up a special committee would be to trespass upon the assigned jurisdiction of some standing committee. In practice, special committees have not been abandoned, but their number has diminished. In the Seventy-ninth Congress, before the act, there were 18 of them: 6 in the House, 9 in the Senate, and 3 joint select committees. In the Eightieth Congress there were 12 special committees: 6 in the House, 3 in the Senate, and 3 joint ones. Nine special committees were created during the Eighty-first Congress: 6 in the House on small business, lobbying, use of chemicals, campaign expenditures, veterans education, and the roof and skylights; and 3 in the Senate on small business, organized crime, and roof and skylights. They had a combined membership of 65 in 1950. The Senate has complied more closely than the House with the spirit of the prohibition. During the Eightieth Congress the Senate converted its old Special Committee To Investigate the National Defense Program into a standing subcommittee of the Committee on Expenditures in the Executive Departments, and its Special Small Business Committee into a standing Subcommittee on Banking and Currency. But in 1950 the Senate revived its Select Committee on Small Business in response to the persistent efforts of Senators Murray and Wherry who maintained that small-business problems cut across the jurisdiction of many of the standing committees of the Senate and who wanted a forum for their activities in this field. In the House special committees on small business and campaign expenditures are hardy biennials.

Although the Senate version of the act sought to stimulate joint action between the twin committees of the two Houses, this optional provision was struck on the House side; so the act made no change in the joint committee structure of Congress except to make the long-standing Joint Committees on Printing and the Library in effect joint subcommittees of the two administration committees of the House and Senate. However, the creation of roughly parallel committee systems in the two Chambers, with similar nomenclature and jurisdictions, has tended to facilitate joint action on measures of mutual interest by means of joint hearings and staff collaboration. In recent years several successful joint hearings have been held by twin committees or subcommittees on the reorganization of the government of the District of Columbia, the budget requirements of the District government, on foreign economic cooperation and military aid, and on public housing. There has also been a good deal of collaboration between the professional staffs of corresponding committees in the way of exchanging information, memorandums, etc., but few instances of joint research or cooperation in the preparation of committee reports.

The Foreign Affairs Committees have occasionally met together since the war to hear reports and statements by the Secretary of State, saving him the loss of time in a duplicate appearance, and have then considered and reported their conclusions separately to the two Houses. Despite the evident advantages of joint action, it is opposed by some Senators as an impairment of their "appellate jurisdiction," and by some Representatives who are jealous of their own independence and prerogatives. Critics of joint hearings doubt if they save much time and suggest that they raise questions of protocol about such simple things as the seating of Congressmen around the table and precedence in interrogation. Other alleged deterrents to joint action are the different time tables of House and Senate, surviving jurisdictional differences between the parallel committees, and differing perspectives, interests, and modes of operation among the Members.

Despite these objections, the number of joint standing committees in Congress has doubled since 1946. In the Seventy-ninth Congress there were four standing and three select joint committees; in the Eightieth Congress there were seven standing and four select joint committees; and in the Eighty-first Congress there were eight joint standing committees. The new Joint Committees on the Economic Report, on Atomic Energy, and on Foreign Economic Cooperation were appointed during the Eightieth Congress; and the new Joint Committee on Defense Production was established by the Defense Production Act of 1950. The Joint Committee on the Library dates back to 1806 and the Joint Committee on Printing to 1846. The Joint Committee on Internal Revenue Taxation was created in 1926 and the Joint Committee on Reduction of Nonessential Federal Expenditures (the Byrd committee) in 1941. On February 24, 1950, Senator Humphrey introduced a bill (S. 3116) to abolish the Byrd committee because, he said, it was duplicating the work of the Expenditures Committees and was a waste of money. This move stirred up a hornet's nest in the Senate and the Byrd committee is still extant. Eighty-two Members of Congress were serving on its joint committees at the end of 1950, exclusive of the insignificant Select Committee on the Disposition of Executive Papers—the so-called wastebasket committee. Both Houses are always equally represented on the joint committees which, therefore, always have an even number of members. The most important and successful of the existing joint congressional committees are those of the Economic Report, which has four active subcommittees, and on Atomic Energy which alone among the joint committees has legislative authority.

The act also called for joint action on the part of the revenue and spending committees of both Houses in the formulation of a "legislative budget." But this provision, which I shall discuss more fully below, has miscarried.

COMMITTEE OPERATION

Consolidation of the standing committees and definition of their duties in the rules—an innovation in the Senate—have reduced but not eliminated jurisdictional disputes over the reference of bills. Although House bills are occasionally rereferred by unanimous consent, open conflicts between committees in the lower Chamber have almost disappeared. But several jurisdictional questions have arisen in the Senate since 1946. Bills dealing with the complex economic and social problems of the modern world sometimes cut across the defined jurisdictions of two or more standing committees. Intricate legislation designed to solve the problems of an interdependent economy cannot always be reduced to the clear-cut lines of a blueprint of committee duties.

During the Eightieth Congress, for example, Senate committees argued over the reference of the portal-to-portal bill, the bill proposing unification of the Armed Forces, autos for disabled veterans, an interstate oil compact, and over the interstate water rights on the Colorado River. Senator Taft questioned the conflicting jurisdiction of the Finance and Labor Committees on the subject of veterans' affairs which, he thought, ought to be "all in one committee." During the Eighty-first Congress Senate committees quarreled over jurisdiction over small-business problems, the reference of Reorganization Plan No. 8 relating to the Department of Defense, and the reference of the foreign military assistance bill. The reference of this bill was settled by the unique device of sending it for joint study and report to the combined Committees on Armed Services and Foreign Relations—an arrangement which worked quite well. Most of the bills implementing the recommendations of the Hoover Commission were referred in both Houses to the Committees on Expenditures in the Executive Department, despite the possibility of conflict implicit in the combination of provisions for both policy and structural changes in some of these measures.

Evidently the language of the act still leaves room for jurisdictional disputes as Senator Vandenberg pointed out in his ruling on the reference of the Armed Forces unification bill. The fact is that jurisdiction over the various aspects of several subject-matter fields is split among many standing committees in both Houses of Congress. The Committees on Foreign Affairs, Appropriations, Armed Forces, Expenditures, and Foreign Commerce are concerned with various phases of our foreign relations. National defense policies and expenditures are reviewed in piecemeal fashion by several committees in both Houses. At least two-thirds of the 15 standing committees of the Senate regularly touch upon some aspect of the security problem. Jurisdiction over our international economic relations is likewise widely scattered. The fiscal machinery of Congress is also splintered and fragmented. Control over major water resource programs is split in both Houses between the Public Lands and Public Works Committees. Several discrepancies in the jurisdiction of parallel committees remain to be rectified.

Several remedies for these jurisdictional problems have been proposed. This includes the reference of bills, in cases of conflict, to the claimant committees concurrently, consecutively, jointly, or to a joint subcommittee of the interested committees as was done in the case of the House Select Committee on Foreign Aid (the Herter committee) in the Eightieth Congress. Another suggestion calls for the creation of Senate and House leadership committees in fields like national defense and foreign relations composed of members drawn from all committees whose jurisdiction covers some fragment of the field. Cross-membership among committees in overlapping areas is another solution. More joint hearings and joint action by committees with common interests, following the example of the Armed Services and Foreign Relations Committees on the military defense assistance program, is also advocated. Some favor further use of joint standing committees. In any event, a thorough study of existing committee duties and a redistribution of jurisdictions along more rational lines seem to be clearly called for.

Under section 133 of the act, committee procedure has been regularized as regards periodic meeting days, the keeping of committee records, the reporting of approved measures, the presence of a majority of committeemen as a condition of committee action, and the conduct of hearings. In practice, 13 Senate committees and 9 House committees have fixed regular weekly or bi-weekly meeting days; the other 12 meet upon

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the call of their chairmen. I assume that most committees keep fairly full minutes of their meetings. There may have been some infractions of the rule requiring the presence of a majority for committee reports, because many committees have experienced difficulty in securing the attendance of a majority or even a quorum of their members, both at executive sessions and at open hearings. Under this rule, proxy voting is permissible only after a majority are actually present. It is a common and discouraging experience on Capitol Hill for invited witnesses, who have worked hard and long on the preparation of their testimony, to appear before committees and find only one or a few members present. The requirement for the advance filing of written statements of their testimony is observed by some committees and ignored by others. Hearings are sometimes called on too short notice for witnesses to file advance copies of their statements. Most committees have held open hearings except the House Committee on Appropriations which has availed itself of the allowed option of holding its hearings in camera. Committee offices, staff personnel, and records are now kept separate and distinct from those of committee chairmen.

In accordance with section 134 (b) of the act, semiannual reports of all standing and select committee staff personnel and payrolls are made and published in the Congressional Record in January and July. Useful information on the staffing of congressional committees is thus made public. This provision has been interpreted, however, as not applying to joint committees or party policy committees. In practice, the prohibition against standing committee meetings being held while the Senate or House is in session has been so frequently waived, by special leave, especially in the upper House, as to be ineffective in promoting that full attendance on the floor which was its primary purpose. On several occasions in recent years Senators have criticized granting leave to committees to sit while the Senate was in session, but have not been so discourteous as to refuse unanimous-consent requests to this end.

Regarding conference committees, the act restated the old rule that the authority of a conference committee is limited to matters which are in disagreement between the two houses, while recognizing their right to report a substitute on the same subject matter. No points of order against conference reports under this rule have been sustained in recent years. After an intensive study of 56 conference committees from the Seventieth to Eightieth Congresses, inclusive, Gilbert Steiner concludes that the influence of the House outweighed that of the Senate in 57 percent of the cases. A recent example of the triumph of Senate conferees, however, was seen in the conference report on the Executive Reorganization Act of 1949. Three matters were in dispute between the conferees on this bill: (1) the duration of the grant of reorganization power to the President; (2) the exemption of specified agencies from the scope of the act; and (3) the legislative veto procedure: one- or two-House veto of the reorganization plans. After this bill had been deadlocked in conference for 1 month, the House conferees finally yielded on each of these three issues. They limited the operation of the act to 4 years; they eliminated the agency exemptions sought by the House; and they accepted the one-House veto procedure favored by the Senate.

On September 15, 1950, the Senate agreed to a concurrent resolution (S. Con. Res. 79) providing that every conference report shall be accompanied by a statement explaining the effect of the action agreed on by the conference committee. The House of Representatives adopted a similar rule on Febru-

ary 27, 1880 (Rule XXVIII-1b). The Army civil functions appropriation bill for fiscal 1950 was in conference from June 1 to October 3, 1949—a period longer than any within the memory of living Members. According to Representative Cannon, "the delay was due to the unanimous objection of the managers on the part of the House to agreeing to exorbitant and unwarranted expenditure of public funds proposed by the other body." One man's opinion of the power of conferees was reflected in a satirical speech by Senator Fulbright who congratulated the conferees on the national defense appropriation bill "for so forthrightly disregarding the wishes of the common lay Members of the Senate and the House."

"I submit, Mr. President," he said, "in all sincerity that there is no need whatever for the ordinary, lay Member of Congress to come back to Washington for a special session. It is clearly evident, Mr. President, that to save the world and the people of this country from disaster, all that is needed is to reconvene, preferably in secret, only those incomparable sages, the conferees of the Appropriations Committee. From their deliberations the same results would be achieved and without the expense and trouble to everyone that is involved in going through the archaic ritual of pretended legislation. It is quite clear that regardless of what the common Members of this body may wish, the conferees make the decisions."

Party ratios on the standing Senate committees have traditionally corresponded with the party division in the Senate. In accordance with this principle, during the Eightieth Congress there were 11 committees with a 7-6 ratio and three committees with an 8-5 ratio. Appropriations, with 21 members, was divided 12-9. In the Eighty-first Congress there were 6 of the 7-6 committees and 8 of the 8-5 committees, reflecting the shift in the party ratio in the whole body from 51-45 in 1947-48 to 54-42 in 1949-50. Appropriations was divided 13 to 8. In the Eighty-second Congress the party ratio is 7-6 on 14 of the Senate standing committees and 11-10 on Appropriations. It is a matter of voluntary discretion with the majority leadership to decide which shall be the 7-6 committees and which shall be divided 8-5.

When the Democrats announced their decision on January 5, 1949, as to the party ratios which would obtain on the Senate standing committees during the Eighty-first Congress, Senator Vandenberg sharply protested the change in the ratio on Foreign Relations from 7-6 to 8-5. He regarded as a departure from the spirit of bipartisan cooperation in foreign affairs and as implying that Republican Senators are not quite trustworthy. Senator Barkley defended this change as justified by the shift in the political complexion of the Senate and as entirely free from partisan motivation. Four Democrats had lost seats on Foreign Relations in 1947 as a result of the Reorganization Act. But no Senator was being removed from the committee in 1949 because of the change in ratio. (Hatch and Barkley retired from the Senate; Wagner asked to be transferred to Judiciary.)

A majority of one on the 7-6 committees is a rather thin one on controversial issues. The question has been raised whether some change should be made to permit the majority party to exercise stronger committee control. It is argued that the ratio should be higher because a single defection can upset majority control.

Party ratios on the standing committees of the House of Representatives are determined by agreement between the majority and minority leaders. Ways and Means is presently fixed at 15-10; Rules at 8-4. On the other House committees the ratio corresponds roughly, but not with mathematical precision, to the party division in the Chamber.

PARTY POLICY COMMITTEES

Party policy committees were set up in the Senate in 1947 to plan the legislative program, coordinate and guide committee activity, focus party leadership and strengthen party responsibility and accountability. The creation of such policy committees in both Houses was originally recommended by the Joint Committee on the Organization of Congress, and in the Heller Report on Strengthening the Congress, and approved by the Senate in passing the legislative reorganization bill. This provision was lost in the House, but restored for the Senate in the form of an item in the Legislative Branch Appropriation Act. Additional funds are obtained from the appropriation for clerical assistance to the Majority and Minority Conferences.

Both Senate party policy committees have now been operating actively for 4 years. They meet regularly each week while Congress is in session. During the Eighty-first Congress the Democratic Policy Committee had six regular members: Lucas (chairman), Tydings, Russell, O'Mahoney, Green, and Hill; and two advisory members: McMahon (conference secretary) and Myers (party whip). It had a staff of two lawyers, one legislative analyst, and three clerks. Meanwhile, the Republican Policy Committee had 11 members: Taft (chairman), Millikin (conference chairman), Young (conference secretary), Wherry (floor leader), Saltonstall (party whip), Bridges, Cordon, Hickenlooper, Ives, Margaret Smith, and Vandenberg. It had a staff of 12 employees, including a staff director, seven researchers, three clerks, and one secretary.

Republican policy committeemen are elected by their party conference for 2-year terms and are limited to two consecutive terms. Democratic policy committeemen are appointed for an indefinite term by the party leader on authority of the party conference.

With the aid of their staffs, the Senate Policy Committees have performed a variety of useful functions. They have surveyed legislation pending before the standing committees and on the Senate calendar and, when in the majority, have scheduled business for floor consideration. They have met with the chairmen of standing committees to coordinate committee work. They have heard individual Senators present their views on matters of personal and party interest and have tried to reconcile divergent views within the party on legislative questions so as to achieve party unity. They have considered and recommended with regard to Presidential nominations of national and party importance, advised on the institution of certain committee investigations, considered questions of parliamentary procedure, recommended the calling of party conferences, and prepared broad statements of party policy. On occasion, the Senate Republican Policy Committee has met with its counterpart committee in the House. During the early months of the Eightieth Congress it employed a personnel adviser to assist the committees and members of the Senate with their staffing problems.

As devices for coordinating legislative policy making and strengthening party leadership, the Senate policy committees have thus far failed to achieve their full potential. As instruments for promoting more effective liaison and cooperation with the President, they have also been a disappointment, due in part to the lack of similar party policy committees in the House of Representatives. Their limited achievements to date can be attributed, I suggest, to their composition, to the fragmentation of power in Congress, and to the deep internal divisions within both of our major political parties. They are not composed of the chairmen of the standing committees, as was originally contemplated.

The parties in the House have continued their informal steering committees which are

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roughly comparable to the Senate policy committees, but have no staffs. The Republican steering committee, now called the House Republican policy committee, is presently composed of 21 members elected biennially: The floor leader (chairman), chairman of the party conference, secretary of the conference, party whip, chairman of the congressional committee, three chosen by the committee on committees, and 13 others selected on a geographical basis. This is an advisory committee to the Republican leadership and membership, and meets prior to any important action on the floor, discusses these issues with committee members handling the bills, and reports its suggestions for action and policy to a party conference or through the whip organization. No major issue affecting national party policy shall be brought to the floor of the House with the consent of the Republican leadership until after a party conference has been held and the subject fully discussed. No Republican Member of Congress is bound by the decisions of the policy committee, but its suggestions are designed to guide the Members to a firmer national policy.

The Democratic steering committee in the House is composed at present of the Speaker, the majority floor leader, chairman of the party caucus, party whip, the chairmen of Ways and Means, Appropriations, and Rules, and 1 Representative from each of the 15 zones into which the country is divided for party purposes, each such Representative being elected by the Democratic delegation in the House from the zone. The steering committee is, in effect, the executive committee of the caucus. It has the continuing responsibility of watching legislative developments and making decisions from day to day with respect to party action. In performing this function, it exercises wide discretionary powers.

STAFFING OF CONGRESS

More and better staff aids for Members and committees of Congress was a major objective of the act. And much progress in the staffing of Congress has been achieved. Most Senators have appointed administrative assistants at \$10,000 a year who are helping them in many ways. Four of them are Senators' sons and many were formerly senators' secretaries. A similar provision for Congressmen was lost in the House, but meanwhile the clerk-hire allowance of each Representative has been raised to \$12,500 a year. Established in 1919 to draft bills for Members and committees of Congress, the staff of the Office of Legislative Counsel has increased under the act from 11 to 28 persons. The Senate office now has a staff of 14 persons: 7 counsel, 3 law assistants, and 4 clerks; and the House office likewise has 14 persons, 7 counsels, 3 law assistants and 4 clerks. The chief counsels are appointed by the President pro tempore and Speaker, respectively; and the staff members are appointed by the chief counsel on each side. It is a permanent career staff independent of politics. The budget for the combined office is \$199,500 for fiscal 1951. The services rendered by these offices are of the highest quality.

Now in its thirty-fifth year, the Legislative Reference Service was greatly strengthened by the act (sec. 203) as the research and reference arm of Congress. The duties of the Service were defined for the first time in statutory form and the appointment of all necessary personnel was authorized "without regard to the civil-service laws and without reference to political affiliation solely on the ground of fitness to perform the duties of their office." Senior specialists were authorized to be appointed in some 19 subject fields "for special work with the appropriate committees of Congress." Under the act, appropriations to the Service have increased from \$178,000 in 1945 to \$790,000 for fiscal 1951 and its staff has grown from 66 persons in 1945 to 156 in 1950, of whom 14 are polit-

ical scientists. Fifteen senior specialists have been appointed in a dozen different subject fields. Several of them have been detailed to the professional staffs of congressional committees for varying periods and five of them (Elliott, Galloway, Graves, Kreps, Wilcox) have served as staff directors of such committees. Several new types of service have been inaugurated in recent years, including the public affairs abstracts and bulletins, digests of committee hearings, and special studies for committees of Congress. Under the able guidance of Dr. Ernest S. Griffith, its director, there has been a steady upward trend in the congressional use of the Service over the past decade.

In the professional staffing of the standing committees the act marked a real innovation. Section 202 authorized each standing committee (other than the Appropriations Committee on which no staff ceiling was placed) to appoint "not more than four professional staff members * * * on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office." In 1946, before this section became effective, Senate and House committees employed 356 clerks at a total annual payroll of \$978,760. Few of them were professionals, with the exception of the staffs of the Appropriations Committees and the Joint Committee on Internal Revenue Taxation and a few others. During 1950, after the act had been in effect 4 years the committees of Congress, standing, special, and joint, had a combined staff of 673 persons and a total payroll of more than \$3,000,000. Two hundred and eighty-six of them were classified as professionals. Ninety-eight were employed by House committees, 135 by Senate committees, and 53 by joint committees. Ten House and all 15 Senate standing committees had their full quota of 4 or more professional staff members. Five House committees and 11 Senate committees had received authority to expand their professional staffs beyond the figure (4) fixed in the act. Thus, the House Expenditures Committee with its subcommittees had a combined professional staff of 20 persons in 1950, while the Senate Judiciary Committee had 19 experts. Meanwhile, the House Appropriations Committee had 14 professionals, 18 clerks, and 42 special investigators on its payroll; and the Senate Appropriations Committee had 12 professionals and 6 clerks. Joint committee professional staffs ranged from 1 on the Byrd committee to 17 on Internal Revenue Taxation.

A survey of the professional staffs of congressional committees, made in 1969 showed that 43 percent of them were lawyers, 43 percent had formerly been employed in the executive branch of the National Government, 68 percent had previous congressional experience, and 81 percent were college graduates. Lawyers constituted the largest single occupational group, with a scattering of economists, political scientists, and engineers. Their basic annual compensation ranges from \$5,000 to \$8,000 which grosses \$7,775 to \$10,846. About half of them receive the maximum salary.

The authors of the Legislative Reorganization Act recommended creation of an Office of Personnel Director for the Congress who would develop a modern personnel system for all its employees and abolish the patronage system, but this provision was lost in the Senate debate. In its place, Mr. George Smith, secretary of the Senate Republican Policy Committee, developed a plan for the efficient professional and clerical staffing of the committees of the Senate and circulated it among their chairmen on the eve of the Eightieth Congress. Mr. Smith was also instrumental in the appointment of a personnel adviser early in 1947 who was of material assistance in the staffing of the Senate during the first session of the Eightieth Congress. Meanwhile, the writer developed a set of job specifications for the new professional and clerical positions on all

the reorganized standing committees of both Houses, of which some use was made.

After 4 years' experience, the quality of the professional staffs appears mixed. About half of the standing committees are staffed with well-trained and competent experts in their subject fields. Their handiwork is reflected in the improved performance of their committees, in more adequate records, better hearings and reports, more effective liaison between their committees and the corresponding administrative agencies, and general improvement in efficiency. Many committees have carried out the intent of the act in the appointment and retention of qualified people. At the opening of the Eighty-first Congress, with the change in party control of both Houses, there was a turnover of one-third among the professional staffs of the standing committees, but two-thirds of them were retained from the Eightieth Congress, despite Senator McGrath's remark that it might be necessary to find some Democratic experts. After an intensive study of committee staffing, Professor Gladys Kammerer concluded in 1949: That not all Members of Congress know how to use staff; that some Members use staff data to support preconceived ideas or party dictates; that some professional staff people feel frustrated by the subordination of facts to political exigencies and sectional prejudices, and by the occasional inactivity of their committees; that political considerations are often paramount in staffing; that systematic personnel arrangements are still lacking in committee staffing; and that there is room for improvement both in the quality of professional staff and in the processes of recruitment and selection.

According to Ernest Griffith's evaluation of committee staffing, "some committees have survived changes in party control without impairment, largely in instances in which party considerations did not influence the original appointments. In other instances a reasonable stability has been secured by the division of appointments between the parties. Other have been partisan. Lawyers and journalists have been employed in considerable numbers, economists and subject specialists perhaps somewhat less so than would have been anticipated, a few have been obtained on loan from the Legislative Reference Service, and this has resulted in almost perfect integration of the two agencies in those cases in which this took place."

In the absence of a personnel director, no one is centrally situated where he can evaluate all the professional committee staffs. But committee staffing appears to be still in transition from the old patronage system to a modern merit system. Congress is handicapped by the lack of a modern system of personnel administration. If it needed a Congressional Personnel Office in 1945, as the La Follette-Monroney committee said, it more than ever today to help Members and committees with their staffing problems, to secure the selection of qualified personnel, and to develop safeguards of tenure. Experience has also shown that the limit on the number of professionals imposed by the act is too low and should be lifted, that there has been little coordination of staff work between the twin committees of the two Houses, that larger staffs are needed to assist the more active committees with their onerous legislative and supervisory duties, and that Representatives from the more populous districts should be given administrative assistants such as Senators now have.

Seen in historical perspective, "this act marked the birth of a full-fledged congressional staff," as Ernest Griffith has recently observed. Although the results of its operation on the staff side have been uneven as between committees, Members, and subject-matter fields, striking gains have been achieved. Total appropriations for committee staffs, the Legislative Reference Service, and

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the office of the Legislative Counsel have multiplied fivefold since 1844. They amount to more than \$5 million for fiscal 1951. The staffing of Congress effected by the act has introduced a "third force of experts, usually designed as a corrective to the bias of the special interests and to the substantive recommendations of the executive . . . the enlargement and strengthening of the staffs of Congress have in fact been the major factor in arresting and probably reversing a trend . . . in the direction of the ascendancy or even the virtually complete dominance of the bureaucracy over the legislative branch through the former's near-monopoly . . . of technical competence . . . Congress has mastered—or has provided itself with the tools to master—the problem of assuring itself of an unbiased, competent source of expert information and analysis which is its very own."

CHANGES IN WORKLOAD

Another major objective of the La Follette-Monroney committee was to reduce the workload on Congress caused by nonlegislative duties and by the consideration of private and local legislation. To this end it recommended more staff aids for Members and committees, expansion of the bill drafting and Legislative Reference Services, creation of a stenographic pool, reduction in committee assignments to one or two per Member, delegation of private claims, and home rule for the District of Columbia. Most of these recommendations were embodied in the act.

In practice, the workload of committees has more than doubled since 1946 in terms of the number of measures referred to and reported by them. The ban upon the introduction of four categories of private bills, imposed by section 131 of the act, effected some reduction in the private-bill workload in the Eightieth Congress, but this gain was lost in the Eighty-first Congress when 1,052 private laws were enacted, which was 55 percent of all laws passed prior to the "lame duck" session. The continuing flood of private bills consists largely of claims bills, whose introduction is still permitted under the exceptions allowed by the Federal Tort Claims Act (Title IV of the Legislative Reorganization Act), and private immigration bills whose introduction is unrestricted. In 1949 Congress received a record total of 1,351 private bills designed to permit aliens to enter or to remain within the United States, reflecting the efforts of displaced persons to find permanent refuge within our borders. In addition, the Eightieth Congress widened the power of the Attorney General to stay the deportation of aliens here illegally. Such suspensions must be confirmed in each individual case by concurrent resolution of Congress; 5,000 cases were handled in 1949-50 by the Judiciary Committees whose calendars are engorged by the rising flood of private bills.

Despite the effort of the act to distribute the legislative workload more evenly among the standing committees of Congress, in practice the burden varies within wide limits from time to time and from session to session, depending upon the nature of the national and international problems that are paramount at the time. The Appropriations and Foreign Relations Committees have been among the hardest working since the war because of the importance of their measures and mounting international problems. The authors of the act never claimed that structural reforms in legislative machinery would reduce the volume of congressional business. The burden of this business has inevitably become increasingly onerous with the steady expansion of governmental activities at home and abroad in recent decades. The purpose of the changes in committee structure was not so much to reduce the workload as it was to effect a more systematic and rational division of labor among the reorganized committee. The reorganization of committee

work is an improvement over the previous situation as a result of the elimination of duplicating and overlapping jurisdictions and the consolidation of related functions effected by the act.

The workload of individual Members of Congress has not been lightened by the act, but more and better staff aids have enabled them to do a better job. Administrative assistants to Senators have helped them immeasurably with their departmental business, constituent inquiries, and speech writing. And enlargement of the Legislative Reference Service has been followed by a great increase in its use by individual members for legislative research, speech writing, fact finding, and answering constituent inquiries. The Service is currently handling congressional inquiries at the rate of more than 38,000 a year. One measure of the effect of the act on the individual workload is seen in the limitation of standing committee assignments to one per Member in the House and two per Member in the Senate, with minor exceptions. But this reduction has been offset in part by service on subcommittees and on special and joint committees. Yet there was a decline of 50 percent from 1946 to 1949 in the average number of committee assignments of all kinds for each Senator.

Despite these gains, the burden of work imposed upon the Members and committees of Congress by their legislative and investigative duties and the importunities of constituents is truly enormous. According to George Smith, close observer of the congressional scene, the work load is more than they can handle. "There are now signs that the limits of capacity have been reached . . . This enormous extension of activities of the Federal Government generates a volume of detailed and complex business which I believe has gone beyond the capacity of Congress to handle. . . . A law of diminishing returns is actively at work in the field of Federal Government. . . . The workload is beyond effective legislative control."

If Congress desires to lighten the mounting burden of its business several steps are available. It could complete the evolution begun in 1946 by (a) repealing section 421 of the Federal Tort Claims Act which excepts 12 classes of claims from its provisions; (b) delegating the adjustment of immigration and deportation cases to the Immigration and Naturalization Service; and (c) delegating the issuance of land patents to the Bureau of Land Management or to the Bureau of Indian Affairs in the Department of the Interior. Senator Wiley, who was chairman of Judiciary in the Eightieth Congress, has suggested that the introduction of private bills could be banned in both Houses merely by amending their standing rules. Congress could grant home rule to the District of Columbia and thus get rid of its duties as a city council for the city of Washington. It could prohibit its Members from appearing before administrative agencies on the claims and complaints of their constituents, as Prof. Lawrence Chamberlain has suggested. It could try to reduce the magnitude of Federal operations via the devolution of appropriate functions to State and regional authorities, as George Smith has urged. It could authorize Members of the House of Representatives to employ administrative assistants such as Senators now have. It could save much of its time every session by voting by electricity and by the central scheduling of committee meetings to avoid conflicts. And it could expedite its business by staggering committee meetings and chamber sessions on alternate days. Taken together, these steps would go far to bring the work load of our national legislature within its capacity to carry.

OVERSIGHT OF ADMINISTRATION

Another main objective of the act was to promote closer cooperation and better rela-

tionships between the executive and legislative branches. To this end the standing committees were directed (section 136) to exercise "continuous watchfulness" of the execution of the laws by the administrative agencies under their jurisdiction. In recommending "legislative oversight by standing committees," the La Follette-Monroney Committee observed that "without effective legislative oversight of the activities of the vast executive branch, the line of democracy wears thin. . . . We feel that this oversight problem can be handled best by directing the regular standing committees of the Senate and House, which have such matters in their jurisdiction, to conduct a continuous review of the agencies administering laws originally reported by the committees. . . . Such review might well include a question period by the committee. . . . We recommend that the practice of creating special committees of investigation be abandoned. . . . By directing its standing committees to perform this oversight function, Congress can help to overcome the unfortunate cleavage between the personnel of the legislative and executive branches."

Some critics of the act have alleged that this section provided, in effect, for duplicating and overlapping investigations of the executive branch of the Government by many committees. But it was the intention of the authors of the act to bring about a three-way division of labor in the performance of the oversight function. Their thought was that the Appropriations Committees, on the one hand, would exercise financial control before expenditure through scrutiny of the departmental estimates; that the Expenditure Committees would undertake to review administrative structure and procedures, on the other hand; while the legislative committees would review the operation of substantive legislation and consider the need of statutory amendments.

This feature of the act has met with only partial success to date. Many standing committees have been too heavily burdened with their legislative duties and limited staffs to keep very close watch upon the executive agencies within their jurisdiction. A survey of committee activity during the second session of the Eighty-first Congress shows that 10 standing and 5 special committees of Congress were carrying on special investigations of matters which involved some oversight of executive activities. The most active committees in this field have been the Appropriations, Expenditures, Armed Services, and Commerce Committees. Perhaps the most publicized inquiry last year was that by a subcommittee of Foreign Relations into charges of disloyalty among Department of State personnel. A new watchdog subcommittee of the Senate Armed Services Committee, set up last July under the chairmanship of Senator Lyndon B. Johnson, is probing deeply into the administration of the national defense program. The detailed results achieved by these supervisory committees are set forth in their reports. The work of certain Government corporations such as the Maritime Commission, subversive activities in Government, national defense preparations, and the manipulations of the 5 percenters have been among the chief fields of legislative oversight in recent years.

Parliamentary government has virtually disappeared in Europe. Its survival in the United States largely depends upon congressional oversight of administration. Administrative agencies are responsible for making decisions within the policy standards and procedural machinery fixed by statute, subject to judicial review to assure compliance with the statutory requirements. Congress is responsible for amending the law if a change in standards or methods of procedure proves necessary. Legislative oversight of agency operations is the means by which Congress discharges its responsibility. Creation in re-

cent years of several so-called watchdog committees in such fields as atomic-energy control, foreign aid, Federal expenditures, and defense production has focused attention on this oversight function. The joint committee is a useful device for performing this function because its duties are explicitly assigned by statute, seniority does not apply in its selection, and it provides an outlet for the zest and zeal of younger Members. It is also a valuable instrument of legislative surveillance and statutory amendment in experimental and controversial fields where economic stability and national security are at stake. In times of crisis, with growing concentration of power in the executive, more energetic performance of the oversight function would appear to be in the public interest, provided that both Congress and the agencies keep within their respective spheres of responsibility.

In exercising its oversight function several tools are available to the Congress. It can study the periodic and special reports which the agencies submit to the legislature. These reports contain valuable information on agency operations and expenditures, their administration of the statutes, and particular problem areas. Investigations of particular agencies may be conducted by the appropriations or expenditure committees, or by the standing committees charged with jurisdiction over their activities, or by the joint watchdog committees like the Atomic Energy Committee, or by special committees like the Kefauver committee on interstate crime. An appropriations committee may look into an agency's budget requests to see if they are excessive or inadequate, comparing notes meanwhile with the appropriate standing or watchdog committee concerned. An expenditure committee may make a post-audit of an agency's administration of its affairs to see if it has been economical or wasteful. A legislative committee may hold hearings or an informal question period with agency officials to determine whether or not they are enforcing a statute in accordance with the legislative intent, or to discuss constituent complaints concerning alleged agency abuses of authority, or to consider proposed legislation in the light of past decisions and regulations. A joint watchdog committee may be used to investigate novel or emergent problems of mutual interest to both Houses such as the international control of the hydrogen bomb or raw material shortages. Or a special committee may be set up to investigate a particular problem or agency such as speculative transactions on the commodity markets by Government employees or the Federal Communications Commission. In general, I believe that the oversight function should be exercised by standing rather than special investigating committees. The latter trespass upon the assigned jurisdiction of the standing committees, they lack continuity and legislative authority, and they impair the efficiency of the administrative agencies of the Government by requiring their officials to repeat their testimony on the same subjects before several committees of Congress in cases where legislative action is indicated.

Another tool in the oversight kit is the committee report evaluating agency operation and suggesting changes in current administration of existing law. Good examples of such reports were the activities reports of the Senate Expenditures Committee and its Investigations Subcommittee at the end of the Eightieth Congress, and the series of intermediate reports on various agencies and commissions issued by the House Expenditures Committee during the Eighty-first Congress. The Legislative Reorganization Act does not require such committee reports, but they are required of the "watchdog committees" created by the Taft-Hartley Act and the Atomic Energy Act.

Informal conferences at the committee and/or staff level with agency officials is another method which has proved helpful in performing the oversight function. First used by Chairman Lanham and Administrator Blandford on national housing matters, it has helped resolve complaints and misunderstandings, made for closer cooperation, and laid a foundation of mutual respect and confidence. During the second session of the Eightieth Congress, the House Committee on Interstate and Foreign Commerce held a series of such meetings with representatives of 14 regulatory agencies in its field. The committee stated that these meetings enabled it to exercise closer supervision over these agencies; it was a means of acquainting the new members of the committee with the activities with which they would become concerned; and it provided a means for the various agencies to present their ideas to the committee concerning possible measures for improving their work or making it more effective. Only a few committees have made sporadic use of this conference technique for oversight purposes. The practice might well be generalized of holding periodic meetings at the subcommittee-commission level or through the increased use of qualified staff personnel to study the problems of particular agencies. To this end some expansion of the professional staffs of the supervisory committees appears necessary.

Intervention of individual Members of Congress in the affairs of administrative agencies with a view to expediting or influencing agency decisions on behalf of constituents is considered improper, where the Congressman is not a member of the corresponding supervisory committee and is not merely seeking information or making a routine inquiry. It was the intention of the authors of the Legislative Reorganization Act that the oversight committees would serve as a clearing house to which Members would refer all such constituent complaints and inquiries and which would then bring them to the attention of the agencies concerned. The volume and character of such complaints would be a rough index of the performance and weakness of the agency. At the same time, as the Hoover Commission task force report on regulatory commissions remarked, "this method would shield both the Congressman and the Commission from the suspicion of influence inherent in direct approaches for constituents."

In a lucid analysis of the oversight problem, the Committee on Administrative Law of the Bar Association of New York City believes that "vigilant and conscientious exercise of proper oversight and consultation are much to be desired and encouraged." The problem is one of achieving a "suitable accommodation of popular control and flexible administrative expertness." They also suggest the advisability of erecting certain self-imposed boundaries. Legislative committees ought not to try to influence the decision of pending cases or issues before an agency or the manner in which a particular case is being handled—"a precept not universally respected in practice." Nor should decided cases be criticized with a view to influencing an agency to reverse a previous ruling or limit a trend in agency decisions except where a committee is genuinely considering amending the statute. However, it is considered proper for a committee to make suggestions to an agency with respect to its procedures or internal organization and to comment upon proposed substantive rules.

STRENGTHENING FISCAL CONTROLS

One of the major aims of the act was to strengthen the congressional power of the purse. To this end the act provided for a legislative budget (sec. 138), development of a standard appropriation classification schedule (sec. 139b), studies by the Comptroller General of restrictions in the appropriation acts (sec. 205), expenditure analyses by the

Comptroller General (sec. 206), studies by both Appropriations Committees of Permanent appropriations and of the disposition of funds resulting from the sale of Government property or services (sec. 139b), and expansion of the staffs of the Committees on Appropriations (sec. 202b).

In practice, many of the fiscal reforms embodied in the act have been virtually ignored or have failed to work. Attempts to carry out the legislative budget provision during 1947-49 proved abortive; in 1950 this section was ignored and appears to be a dead letter. In congressional circles the aim of the legislative budget is generally regarded as laudable, but experience with it seems to have shown that the instrument is not properly suited to its task. Its failure to date is attributed to the shortness of time allowed for the job, the unwieldy size of the Joint Budget Committee, inadequate staffing, improper adjustment to the appropriation process, resistance within Congress to ceilings on appropriations for favorite agencies, current Federal accounting practices, and external spending pressures on the legislature. There is strong sentiment in Congress for further trial of the legislative budget idea and measures have been introduced to amend section 138 of the act with a view to overcoming the difficulties mentioned above.

The Wherry resolution (S. Con. Res. 38, 81st Cong., 1st sess.), presented on May 11, 1949, by a bipartisan group of eight Senators, would reduce the Joint Budget Committee to 20 members, authorize it to employ an expert staff, and to report a legislative budget with a recommended ceiling on expenditures by February 15. There would be no formal adoption of the budget by concurrent resolution under the Wherry plan. Senate Concurrent Resolution 38 was reported favorably by the Senate Rules Committee on April 14, 1950, and has been on the Senate Calendar ever since.

The McClellan bill (S. 2898, 81st Cong., 2d sess.), introduced on January 19, 1950, would repeal section 138 of the act and create in its place a Joint Congressional Committee on the Budget to carry on a continuing year-round study of budget requests and requirements. It would be a 10-member group, with 5 members selected from the Appropriations Committee of each House. It would make its reports to these committees and to other standing committees. Every Federal agency would be required to submit to the joint committee a duplicate of any money request made to the Budget Bureau. This would apply to both regular and supplemental appropriations. This would permit a long-term study of each agency's needs, its own requests for funds, as well as the amount which the Budget Bureau finally asks Congress to authorize. Aside from this detailed study of each agency's budget request and requirements, the joint committee would make periodic reports on any improper uses of funds or deviations from congressional authorizations, on methods of achieving greater economy and efficiency, and on estimated revenues and general economic conditions.

The need of simplifying and standardizing the pattern of the appropriation bills, which the act called for and which the Hoover Commission recommended has been carried out in part in the 1951 performance budget and in the Budgeting and Accounting Procedures Act of 1950.

The studies by the Comptroller General on useless restrictions in appropriation bills were completed in January 1948 and will probably result in the elimination of many of these obsolete provisions which have been carried on from year to year in the supply bills. But the expenditure analyses of Government departments which he was directed to make, so as "to enable Congress to determine whether public funds have been economically and efficiently administered and

expended," have not yet been made because funds for the purpose have been denied by the Appropriations Committee.

No systematic study of permanent appropriations appears to have been made although the House subcommittees reviewed these items during their 1948 hearings and the Senate committee gave them considerable attention during 1947-48.

On the staffing of the Appropriations Committee, the La Follette-Monroney committee recommended that four qualified staff assistants be assigned to each of the subcommittees on a year-round basis. But at the insistence of the leaders of the House Appropriations Committee, a change was made and they were authorized by the act to employ whatever staff they considered necessary. "This was done," according to Senator Monroney, "in the belief that they would add sufficient professional personnel to gain a complete understanding of every item in every appropriation request." In practice, the staff of the House Appropriations Committee has been increased above the stenographic grade from 11 clerks in 1946 to 17 clerks during the 6-month period from January 1, 1950, to June 30, 1950. During the same period the committee also employed an investigative staff consisting of 2 full-time investigators, 23 part-time investigators borrowed from 12 administrative agencies, and 11 temporary clerical and editorial assistants borrowed from 10 agencies on a reimbursable basis and 4 clerk-stenographers. Total expenditures for the combined clerical and investigative staff for the fiscal year 1950 amounted to \$290,628.98. No administrative analysts or professional staff have been employed by the House committee "because of a conviction that professional and clerical staff impede each other." Thus, considering both the clerical and investigative staff, the combined 42-man staff handled a workload of appropriations during 1950 of more than \$1,000,000,000 per staff member. "No one can question the ability of those employed," observes Senator Monroney, "but I feel that a greatly enlarged staff would enable the committee to ferret out of the money bills much more information and facts regarding the agencies than is now done with the small staffs used."

During the Eightieth Congress, on the other hand, the Senate Appropriation Committee took advantage of the act's authority to recruit a professional staff of eight experienced persons in addition to the regular clerical and investigative force. And during the first 6 months of 1950 this committee had a staff of six clerks, six professionals, and six clerical assistants at a gross annual salary for the fiscal year of \$132,927. The Senate committee needs a smaller staff than the House committee, because the former sits and holds hearings only on specific appeals from House decisions.

Thus, the greatest failure of reorganization has been in the field of more effective fiscal control. This failure was offset in part in 1950 by the consolidation of 11 separate supply bills into 1 omnibus appropriation bill for the first time in more than a century and a half. Hitherto, the supply bills have gone through the legislative process in piecemeal fashion. Last year they were merged into one measure which was ready for the President's signature two full months ahead of the budget completion date in 1949. The big money bill represents a forward step in appropriation procedure in that, by bringing all the general supply bills together into a single measure, it gives Congress and the country a picture of the total outlay contemplated for the coming fiscal year. The new procedure also permits a comparison of total proposed appropriations with the latest available estimates of total Treasury receipts. This comparison enables Congress to decide in its wisdom whether to balance the budget or to create a surplus for debt retirement or to incur an increase in the public debt. The new procedure also allows Congress

to see the claims of spending pressure groups in relation to the total national fiscal picture and thus to appraise their relative worth. The consolidated supply bill procedure falls short, however, of the objectives of the legislative budget in that it does not fix a ceiling on expenditures or give a coordinated view of prospective income and outgo. But no ceiling on expenditures could long contain the huge current outlays for national defense.

LIGHT ON LOBBYING

Title III of the act requires persons whose principal paid activity is seeking to influence Federal legislation to register and file quarterly financial statements of receipts and expenditures with the Secretary of the Senate or the Clerk of the House. The La Follette-Monroney committee had recommended that all lobbyists should register and file statements; it did not intend that registration and reporting should be limited to persons principally engaged in lobbying. The joint committee was led by testimony it heard, as well as by its own independent studies, to believe that the registration of the representatives of organized groups would enable Congress better to evaluate and determine evidence, data, or communications from organized groups seeking to influence legislative action and thus avoid the distortion of public opinion. It was also influenced by the recommendation of the Committee on Congress of the American Political Science Association in 1945 that "all groups, representatives of which appear before congressional committees, should register and make full disclosure of their membership, finances, and so forth." The joint committee believed that inclusion of a lobby title in the act would strengthen the Congress by "enabling it better to meet its responsibilities under the Constitution." To turn the spotlight of publicity on lobbying activities and expenditures would be a big step forward, they felt. After the lobby law had been in operation for a few years, experience would reveal any defects in it which could be corrected by amending and strengthening the act.

In practice, the administration of the lobby law has furnished Congress and the country with more useful and important information about lobbyists; their identity, sponsorships, sources of support, and legislative interests than has ever been known before. The compilation of filings and financial data which are published quarterly in the Congressional Record provide a wealth of informative data on the activities of these gentry. The facts on lobbying, for example, for the first quarter of 1950, consumed 177 pages of the Record of July 14, 1950, and reflected the work of the House Select Committee on Lobbying Activities which secured adoption of a new standard of reporting form and a record of outstanding compliance with the law. Under the chairmanship of Representative Frank Buchanan, this committee made an objective and intensive study during 1949-50 of lobbying by private groups and individuals and Government agencies: its extent, fund-raising and lobbying techniques, grass-roots pressure, causes and costs of lobbying, etc. It shed much fresh light on modern methods of lobbying and recommended several improvements in the law.

Administration of the lobby law has been handicapped by its vagueness and ambiguities. Many organizations and individuals who are engaged in influencing legislation have not complied with the act, on advice of counsel, because they claim that their "principal purpose" is not to influence legislation. They claim principal means "primary" or "major." Many persons have registered who disclaim that they are engaged in lobbying, or who assert that lobbying is only incidental to their other activities. An analysis of experience under the lobby law during the Eightieth Congress, made by W. Brooke Graves, showed that, out of 1,807 organizations maintaining offices in Washington, 667

registered during 1947 and 725 during 1948. Eight hundred and thirty-five organizations failed to register either year, although representatives of 198 of them appeared before the Judiciary Committees during 1948-49. By the end of 1949 a total of 2,878 persons and groups had filed under the lobby law, of which 495 were original filings; their reports showed that they had collected more than \$55,000,000 since the act went into effect and had spent more than \$27,000,000. Dr. Graves concludes that it is almost impossible to estimate the extent of compliance with the lobby law. "While the existing law marks a significant advance, its provisions are in urgent need of strengthening and revision, if the objectives of the framers are to be fully realized."

Impartial students of the subject are agreed that there is urgent need for some kind of supervision and control over lobbying in Washington; that the lobby law of 1946 suffers from a defective draftsmanship; and that it should be revised and clarified after a thorough investigation of the whole problem such as the Buchanan committee has now made. Specific suggestions for revision include clarification of the law's terminology, coverage, and filing requirements; centralization of responsibility for its administration in a specific agency equipped with an adequate full-time staff to file, tabulate, and analyze registrations and financial reports and investigate compliance with the act; provision for termination of inactive registrations; exact specification of financial data required; submission of full information regarding an organization's membership, internal structure, and methods of policy determination; and extension of the act's application to lobbying before administrative agencies as well as Congress.

COMPENSATION AND RETIREMENT

The final aim of the act was the provision raising congressional salaries 25 percent to \$12,500 a year, granting each Member a tax-exempt expense allowance of \$2,500 a year, and extending to Members of Congress optional retirement coverage under the Civil Service Retirement Act. The salary boost was designed to help meet the rising cost of living and campaigning. The allowance was to assist in defraying expenses incurred in the discharge of official duties. The eligibility to participate in the Federal retirement system on a contributory basis might encourage superannuated Members to retire and conduce to a greater sense of security and independence of thought and action on the part of younger members.

The salary increase and expense allowance became effective on the day in which the Eightieth Congress convened. To be entitled to a retirement annuity a Member of Congress must have served at least 6 years, have attained the age of 62, and have contributed a percentage of his base pay to the retirement fund at the rate provided by the Retirement Act. The annuity of Members of Congress consists of 2½ percent of their average salary received as a member, multiplied by their respective years of service. As of June 30, 1950, 52 former Congressmen were drawing annuity benefits. As of August 3, 1950, 476 Congressmen and Senators were contributing to the civil service annuity fund.

Some who have analyzed the responsibilities, duties, and importance of the congressional job believe that it is worth a salary of \$25,000 and that the expenses of the job call for such a salary. They assert that congressional salaries should be such that Members would have no excuse for augmenting their income by means which might be prejudicial to the effectiveness of their work; and that the salary should be such that it would widen the field that could be drawn upon for congressional talent and thus in the long run raise the level of the legislative ability. It is also urged that the salary should be such as to lead toward the desirable objective of up-

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grading the salaries of all public service positions.

CONCLUSION

In summary, we can report that the basic reforms in committee structure have survived four years' trial and worked well on the whole. Committee procedure has been improved and regularized in several respects, although some jurisdictional disputes still occur. Party policy committees have functioned actively in the Senate, but have failed to achieve their full potential. Striking gains have been achieved in the staffing of Congress, but there is room for improvement in the quality of professional committee staffs and in the methods of their selection. Congress is handicapped by the lack of a modern personnel system, but its new staff aides have apparently arrested its decline in relation to the executive branch. The workload on Congress has not been reduced by the act, but more and better staff aides have enabled it to do a better job. The Judiciary Committees are overburdened with thousands of private bills about matters which should be handled elsewhere. Operation of the oversight function has been partially successful and various devices are available for its fuller performance. The fiscal control provisions of the act have either been ignored or have proved unworkable in practice. The greatest failure of congressional reorganization has been in the fiscal control field. Administration of the lobby law has disclosed a wealth of new information concerning the identity and finances of lobbyists, but has been handicapped by defects in the statute which needs revision and clarification. Congressional salaries have been raised and 476 out of 531 Members of Congress are presently participating in the Federal retirement plan.

Representative government has broken down or disappeared in other countries. Here in the United States it remains on trial. Its survival may well depend upon its ability to cope quickly and adequately with the difficult problems of a dangerous world. Congress is the central citadel of American democracy and our chief defense against dictatorship. Hence the importance of congressional reorganization and of further steps toward strengthening our national legislature.

ADMINISTRATION EFFORTS TO CONTROL INFLATION

HON. RALPH T. SMITH

OF ILLINOIS

IN THE SENATE OF THE UNITED STATES
Wednesday, November 26, 1969

Mr. SMITH of Illinois. Mr. President, I ask unanimous consent to have printed in the Record what I consider an excellent statement made by the Secretary of the Treasury, giving the administration's view of the budget outlook and their assessment of their efforts to control inflation.

There being no objection, the statement was ordered to be printed in the Record, as follows:

STATEMENT BY HON. DAVID M. KENNEDY,
SECRETARY OF THE TREASURY

It is a pleasure to have this opportunity to appear before you for an examination of the budget outlook and an assessment of our efforts to control inflation. This subcommittee has made an important contribution in serving both the Congress and the executive branch as a respected forum for discussion and review of economic policy. In the tradition of reasoned analysis which has characterized the deliberations of the sub-

committee, it is appropriate to review the conduct of fiscal policy by the Nixon Administration during its first eight and one-half months in office.

Director Mayo will give you the budget outlook for the current fiscal year. The projected surplus of nearly \$6 billion is essential in the present economic environment. In its report on the January 1969 Economic Report of the President, the Joint Economic Committee argued persuasively for a significant surplus, and we are in complete agreement with that position. Our determination to restrain Federal spending and to maintain sufficient revenues to adequately cover expenditures supports the objective which we all share—to preserve a positive role for fiscal policy in the maintenance of economic stability. The failure in recent years to make prompt and timely use of fiscal policy to counteract impending inflationary tendencies has been a source of considerable disruption and inequity in the economy.

The American people understand the falseness of an inflated prosperity, and I know many of them have communicated this understanding to their elected representatives in Washington; many have also expressed their concern to me personally. The real wages of the average manufacturing worker are only \$1.45 a week higher today than they were in 1966—despite higher and higher wage settlements. Inflationary excesses create hardships for all segments of our society. Monetary values are eroded, purchasing power is diminished, decision making is distorted, and interest rates are disproportionately inflated.

The control of inflation is more than a matter of domestic concern. Last week I met with the financial representatives of over 100 countries. They impressed upon me their own deep concern over inflation in the United States. The American economy is so large and its influence so widespread, especially because the dollar is a key currency, that the excesses of either inflation or recession affect the entire world economy. It is important that we improve our competitive position in foreign markets and maintain international confidence in the dollar. The current inflation is unhealthy for both America and the rest of the world, and its control is therefore both a domestic and an international necessity.

Since assuming office last January, this Administration has moved quickly and firmly to bring the policies of the Federal Government in line with the country's most urgent economic priority—to halt the spiral of rising prices. Our basic strategy has been to restore stability through the coordinated application of fiscal, debt management, and (with the cooperation of the Federal Reserve Board) monetary policies designed to moderate aggregate demand pressures.

In April the President proposed two major actions to increase tax revenues: (1) extension of the income tax surcharge at 10 percent for the first half of fiscal 1970 and at 5 percent for the second half of fiscal 1970; and (2) repeal of the investment tax credit. The Congress has approved extension of the full surcharge through this calendar year, but action to continue the surcharge at its reduced rate and to repeal the tax credit remains to be taken in the Senate. I want to emphasize again that these measures are essential to our overall strategy; and require the earliest possible action. They are in complete agreement with the recommendations made by the Joint Economic Committee last spring.

Enactment of these two tax proposals will produce an estimated \$3.3 billion in revenues. Including the requested extension of present excise tax rates and the proposed imposition of new user charges, a total of \$4 billion of necessary revenues depends on favorable legislative consideration. With-

out positive Congressional action, fiscal policy will not be exerting the measure of restraint appropriate for effective inflation control.

Assuming favorable action on these revenue-raising proposals, total budget receipts for fiscal 1970 are now estimated at \$193.8 billion, or \$0.4 billion below the May 20 estimate. This relatively small change in total receipts is primarily due to a \$0.5 billion reduction in estimated corporate tax total receipts is primarily due to a \$0.5 billion reduction in estimated corporate income tax receipts, reflecting our lower estimate for 1969 corporate profits. The economic assumptions underlying these latest estimates are shown in the following table. Changes since May 20 largely resulted from revisions in National Income Account data by the Commerce Department.

Economic assumptions, calendar year 1969

[In billions of dollars]

Gross national product, May 20 estimate	927
Current estimate	932
Personal income, May 20 estimate	739
Current estimate	745
Corporate profits before taxes, May 20 estimate	97
Current estimate	94½

On the expenditure side, the President has demonstrated his determination to regain Executive control over Federal outlays by his commitment to hold expenditures below the Congressionally authorized limit. Total outlays for fiscal 1970 are estimated to be \$192.9 billion, the same figure used for the May 20 estimate. Director Mayo will discuss budget expenditures in greater detail.

The net result of these fiscal actions will be the generation of sufficient revenues to more than cover substantially trimmed outlays. The Federal budget will be contributing importantly to the control of inflation.

Nine months ago, we knew that this would be an arduous and lengthy task. Aggregate spending was under strong upward momentum, and inflationary expectations were well entrenched. It has been our deliberate policy to restore economic stability through the careful application of restrictive fiscal and monetary measures. The evidence that this policy is being effectively applied is beginning to mount.

Real economic growth is well below the basic trend rate of capacity growth;

The September unemployment rate was reported at four percent;

The combined index of leading business indicators has slowly declined for three consecutive months;

Industrial production registered a small monthly decline in August; and

Consumer surveys indicate a significant decline in buying sentiment.

While there is ample evidence that real growth has been declining in recent months, the desired abatement of price level increases has not yet become evident in the statistical indicators. This is not unexpected, since prices invariably tend to lag behind changes in the underlying market conditions. But regardless of the source of inflationary pressure, whether from excess demand or from rising costs, the absence of sufficient demand to clear markets at inflated prices must result in inventory accumulation and inevitably lead to price reductions. Investment and production decisions reached under the assumption of a continuation in current rates of inflation will come to be sorely regretted.

We are encouraged that our strategy is beginning to show results. The difficulty of pursuing this task must not be underestimated, however, and cooperation from the Congress is vitally important to our maintaining appropriate fiscal restraint. The revenue-raising measures proposed by the

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Administration must be enacted to continue the desired budgetary effects.

Only last month, a distinguished former Secretary of the Treasury told a Senate committee that both the executive and legislative branches had committed a serious policy error by failing to control the budget during the 1965-1966 period. As a result, fiscal policy came to exert a completely undesired influence on an overinflated economy during the fiscal year 1968. Madam Chairman, it is my hope, and I am certain this important subcommittee shares my concern, that we can maintain fiscal policy in its proper role of contributing to economic stability. That, I believe, is the purpose for these hearings; and that is why I am pleased to be here for a discussion of this important issue with you.

THE RISING COST OF AGRICULTURE'S BAD IMAGE

HON. THOMAS S. KLEPPE

OF NORTH DAKOTA

IN THE HOUSE OF REPRESENTATIVES

Wednesday, November 26, 1969

Mr. KLEPPE. Mr. Speaker, all of us recognize the valuable contributions our distinguished colleague from Texas, BOB POAGE, has made in the formulation of national agricultural policy over three decades. As chairman of the House Agriculture Committee, he has worked untiringly to improve the economic situation confronting the Nation's farmers.

In the November issue of "Agri/Industry News," published by the Corn Refiners Association, Chairman POAGE pinpoints a major problem with agriculture and the plight of the farmer. For the benefit of my colleagues, I am pleased to include his remarks:

THE RISING COSTS OF AGRICULTURE'S BAD IMAGE

(By Representative W. R. POAGE)

The American people enjoy the world's highest standard of living primarily because of efficiencies achieved in agriculture. One farmer now feeds 43 persons, compared to 23 just a decade ago. In fact, output per man hour on the farm is up 82 percent over the past ten years. This means that considerable labor previously required for production of essential food and fiber may now be used to produce an unmatched variety of consumer goods.

Yet the farmer's undeniable contribution to the material quality of life in America goes largely unrecognized. Many consumers regard farm programs as a form of welfare; few perceive any difference between the problems of commercial and non-commercial agriculture. Fewer still recognize that, indirectly, government assistance to farmers represents a subsidy to consumers.

Trying to pinpoint responsibility for agriculture's poor image with consumers and taxpayers is a useless exercise. Suffice it to say that agriculture's side of the story has been ineffectively told, and the entire farm community must share the blame and the consequences.

Granted that farmers, suppliers and processors—the whole agribusiness—represent perhaps the nation's most diverse minority. Granted, also, that important segments within this minority will continue indefinitely to disagree on substantive issues.

But philosophical controversies and other equally wasteful outlets of energy have become a rising cost that the farm community can no longer afford. The fact that agriculture's special problems and contributions to the total economy are not clearly under-

stood should be a danger signal to the entire farm community.

What is needed is a broad-based attack on the mutually-shared and overriding problem of a bad image—one that threatens the very existence of government-sponsored programs of assistance of agriculture. Somehow the point must be gotten across that these programs do not benefit agriculture alone.

With the country rapidly becoming more and more urban, agriculture must unite to take its case to the city. What is called for is a systematic program of education designed to make the public aware that in return for efficiencies that benefit all Americans, the farm community asks only a fair share of existing prosperity.

END THE SURCHARGE

HON. HARRY F. BYRD, JR.

OF VIRGINIA

IN THE SENATE OF THE UNITED STATES

Wednesday, November 26, 1969

Mr. BYRD of Virginia. Mr. President, I ask unanimous consent to have printed in the Extensions of Remarks an editorial entitled "End the Surcharge," published in the Daily Progress, Charlottesville, Va., on November 24, 1969.

There being no objection, the editorial was ordered to be printed in the Record, as follows:

END THE SURCHARGE

When a man such as Sen. Harry F. Byrd, Jr. of Virginia speaks out on the income tax surcharge, the Senate would do well to listen.

Last week, Sen. Byrd introduced an amendment to the tax reform bill which would abolish the surcharge on Jan. 1. At the same time he warned the Senate that the way to combat inflation is to reduce spending—not to increase taxes. And he added there still remains significant areas of fat in the budget that can be trimmed.

But essentially Sen. Byrd was concerned that the "temporary" surcharge on the income tax is in danger of becoming a permanent tax. It has been in force for 21 months for individuals and 24 months for corporations.

While giving full credence to the President's good intentions in his pledge to allow the tax to die on July 1, Sen. Byrd declared, "I fear the temptation to extend it beyond that date will be very strong—just as was the temptation to extend it beyond its previous termination date of June 30.

"Each extension of a tax makes the next extension easier. Sooner or later—and I suspect the time is at hand—the government begins to regard the temporary tax increase as a permanent part of the tax structure.

"I think that this must be avoided. I think that the government must keep faith with the people. The way to keep faith with the people is to kill the surcharge on income taxes as of the end of this year."

Sen. Byrd objected to the American people having to pay a surcharge on their income taxes to help finance an increase in such things as the foreign aid.

Elimination of the 5 per cent surcharge proposed for the first six months of 1970 would cost the government only \$1.7 billion, not a great deal in what may be a \$200 billion budget.

"I admit that if the surtax is eliminated, it will make the budgetary choices ahead of us more difficult. But I feel that we must undergo necessary discipline. We must control spending," said Sen. Byrd.

The only thing we could add to Sen. Byrd's statement is that the American taxpayer deserves a bit of a break, even though the surcharge may not represent a great addition to his income. Congress should give him that much relief.

SEPARATION NEEDED

HON. ARNOLD OLSEN

OF MONTANA

IN THE HOUSE OF REPRESENTATIVES

Wednesday, November 26, 1969

Mr. OLSEN. Mr. Speaker, few public figures and probably no elected public figures escape occasional barbs from the press. However, as I ponder Vice President AGNEW's remarks in Iowa and Alabama, I am reminded of occasional confrontations between former President Harry S. Truman and the press and the quotation he displayed in his White House office:

If you can't stand the heat, stay out of the kitchen.

Sure, I have had a few bad days in the press. I have been misquoted, misinterpreted, my remarks have been distorted at times. Sometimes I have phoned an editor directly to clarify a position that he questioned.

Like anyone, I am sensitive to "bad press," but the slightest suggestion that any individual, group, or party should be able to dictate the manner in which the press will cover an event, or the hint that certain public officials should be immune from the scrutiny of the press makes me shudder.

Let us take a look at what the current administration would have the press report to the American people if it had its way. Administration spokesmen informed the press a number of times in recent weeks that it was assured of at least 52 votes for the Haynsworth confirmation. History will record a 55-45 vote against Judge Haynsworth.

The Vice President told the American people and his listeners in Alabama that the Washington Post and its subsidiaries spoke with one voice editorially. That same week the Washington Post recommended editorially that Judge Haynsworth be confirmed by the Senate; Post subsidiary WTOP radio recommended the judge be rejected.

There was no criticism on the part of the Vice President of the fact that the networks chose not to give extensive coverage to the November moratorium, though it surely was of national significance. This and other omissions from the Vice President's double attack on the press illustrates a very real fact: criticism of the press usually depends upon the critic's point of view.

Further, if the Attorney General had had his way the American people would have been told that the march last week here in Washington was insignificant in numbers and significant in violence. As a matter of fact, the facts of the situation completely contradicted Justice Department statements that march participants were bent on violence. Incidentally, the free press, left to report freely, did an excellent job of placing the violent elements in the march in context and in informing the American people that the great majority of participants in the march abhorred the violence as much as I or the Attorney General did.

Criticism of the press is as old as the press itself. Individuals will find fault with the press as long as individuals have differing views. But the press must re-